CONFIDENTIAL

# MINUTES

## LABOR SUPPLY COMMITTEE, REGION X

Meeting of August 4 and 5, 1941
Houston, Texas

MEMBERS PRESENT:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
E. H. Jennings, United States Civil Service Commission
W. G. Carnahan, Representative of Minorities, OPM
H. W. Fletcher, Training Within Industry, OPM
James C. Evans, Negro Employment and Training Branch, OPM
Frank L. Miller, Defense Training (Office of Education)
Fred W. Erhard, Apprenticeship Unit of Division of Labor Standards, U. S. Department of Labor
John Pritchard, Defense Training (NYA)

ALTERNATES PRESENT:

A. C. Martin, Jr., Bureau of Employment Security
Paul N. Figg, United States Civil Service Commission
Thomas M. Mobley, Training Within Industry, OPM
Travis J. Lewis, Apprenticeship Unit of Division of Labor Standards, U. S. Department of Labor
J. C. Kellam, Defense Training (NYA)

OTHERS PRESENT:

L. G. Graham, Regional Economic Analyst, Bureau of Employment Security
Henry LeBlanc, Assistant Director, Texas State Employment Service
W. W. McDougall, United States Civil Service Commission
W. O. Jacobson, Representative of Secretary of War
T. T. Word, Training Within Industry Section, OPM
James R. D. Eddy, State Director of Industrial Education
E. L. Bilodeau, Field Representative, Apprenticeship Unit, U. S. Department of Labor
J. H. Bond, Director, Texas State Employment Service
C. E. Belk, District Supervisor, Texas State Employment Service
Roy Haynes, Assistant Special Representative, Bureau of Employment Security
Mel Summers, Administrative Staff, Texas State Employment Service

D. L. Greenleaf, Personnel Superintendent, Houston Shipbuilding Corporation, Houston, Texas
Lew Roberts, Training Supervisor, Houston Shipbuilding Corporation, Houston, Texas

## I.

## DEFENSE SHIPBUILDING IN ORANGE, BEAUMONT, GALVESTON, HOUSTON AREA

### A. Background Information

Shipbuilding in this area and aircraft production constitute the two most important defense activities in Region X. Because some defense shipbuilders in this area have failed to submit labor schedules and others have submitted inadequate schedules, educational authorities have been hampered in planning defense training courses for the industry. The Houston Shipbuilding Company, one of the largest defense shipbuilding contractors in the area, was cited at the first meeting of the Committee as having failed to submit a labor schedule after several months of operations.

At its first meeting the Committee decided to call upon the Texas State Employment Service, through the Acting Chairman, to submit at its second meeting a complete report of the status of labor supply and demand relating to defense shipbuilding in this area, together with a schedule showing shipbuilding firms who have submitted adequate labor schedules, those having submitted inadequate schedules, and those who have submitted none. The Texas State Employment Service was particularly instructed to procure a labor schedule from the Houston Shipbuilding Company and to report with respect thereto at its next meeting.

### B. Report of Texas State Employment Service Concerning Procurement of Labor Schedules

In this connection, the Texas State Employment Service reported to the Committee that it had succeeded in securing only three labor schedules from the nine firms building ships in the area, only two of which were adequate. No schedule had been secured from the Houston Shipbuilding Company. See Section A, pages 5, 6, and 7 of copy of "A Report on the Shipbuilding Industry in Texas," submitted to the Committee by the Texas State Employment Service.

The inability to secure labor schedules was discussed fully by the Committee with Mr. Bond, Director of the State Employment Service, and the assistance of the Committee in securing them was offered but was evidently not desired. Mr. Bond finally stated that if his organization had not received adequate labor schedules from all shipbuilding firms in the area within two weeks he would call upon the Committee for its assistance in securing them.

AGREED: That the Texas State Employment Service be given two weeks within which to secure adequate labor schedules from all shipbuilding firms in the area and that during the interim the Committee would take no independent action to secure them. It was further agreed that the Acting Chairman would instruct Mr. Bond to attend the next meeting of the Committee at New Orleans for the purpose of reporting on this matter.

## C. Meeting with Officials of the Houston Shipbuilding Company, August 5, 1941

At its meeting on Tuesday, the Committee met with Mr. Greenleaf, newly appointed Personnel Director of the Houston Shipbuilding Company, and with his assistant, Mr. Lew Roberts. This conference was requested by these officials through Mr. Fletcher, our TWI member. The policies and objectives of the Committee were explained to these gentlemen, and the necessity for submitting its labor schedule emphasized. The services that the Committee could render their organization were also stressed. Mr. Greenleaf expressed his appreciation for the opportunity given to confer with the Committee, was pleased to learn of the assistance which could be made available to him through the Committee, and assured the Committee that he would submit to the Texas State Employment Service the next day a labor schedule for the next three or four months, covering many but not all classes of skilled workers needed.

This direct contact by the Committee with employer representatives proved so satisfactory and effective that the Committee

AGREED; To adopt the practice of inviting representatives of defense firms to meet with the Committee at its meetings in the future. Pursuant to this policy, Mr. Fletcher was instructed to secure, if possible, the attendance of representatives of all the major shipbuilding firms, particularly the Delta and the Higgins firms, located in the New Orleans area at the next meeting of the Committee to be held in that City on or about August 26.

It was further

AGREED: That the Acting Chairman direct the Louisiana State Employment Service to secure complete labor schedules from all holders of defense shipbuilding contracts in Louisiana and to present them to the Committee at its next meeting to be held at New Orleans on or about August 26.

## II.

## TRAINING FOR THE SHIPBUILDING INDUSTRY IN THE AREA

### A. Background information

The Committee considered the defense training program for the shipbuilding industry in this area. Reports were made to the Committee relative to this matter by Mr. James Eddy, by Mr. Erhard, by Mr. J. C. Kellam, by Mr. F. L. Miller, by Mr. Jennings, and by Mr. Bond. Mr. Eddy reported that as of June 30, 1941, there were 864 persons receiving training in the schools comprising the Orange-Beaumont-Houston area, and that 70% of those trained were going directly into industry. In Houston 415 were in training, supplemental training predominating. In Beaumont there is a net enrollment of 290, out of a possible maximum enrollment of 405. The classes in this City are confined almost exclusively to shipbuilding. Because of the housing shortage at Orange and the inability to secure sufficient space for school purposes, little training can be done until this problem is solved. However, 159 are enrolled in classes at Orange, most of them in classes for loftsmen and shipfitting. The maximum possible enrollment for the area is approximately 1091. Mr. Eddy stated that the school facilities in this area were capable of training a total of 4,364 men every three months if the facilities were used on a 24-hour basis, and assuming that the length of these courses would average twelve weeks.

Mr. Kellam reported that NYA shops in Houston are being operated on a three-shift basis, slightly more than 300 youths being presently enrolled for shop work. In Port Arthur a shop for NYA youth which will commence operations about October 1, 1941, will provide work experience for about 250 boys in building construction, machine, sheet metal, and welding work. On a three-shift basis, a considerably greater number of youths could be handled.

Mr. Eddy stated that, because of a lack of adequate labor supply and demand figures, the Council of State Administrators was working under several severe handicaps. Thus far, the Council has had no competent labor data upon which it could justify any certain amount or kind of training to be given during any specific period. As a consequence, the numbers of trainees completing courses have exceeded those going into employment and the present supply of trainees far exceeds the present demand. One reason that the record for the placement of trainees has been poor is that because of the lack of labor schedules it has been impossible for the school authorities to time the completion of training courses in accordance with employer needs. This has given rise to questions such as whether or not trainees should be kept in classes past the usual twelve-week period until job opportunities arise; thus denying training opportunities to other men, and whether or not training facilities should be used to full capacity to build up a reservoir of trainees which the Council was convinced would be needed within a few months. Good training facilities are available, but up to the present there has been no sufficient information upon which the Council could justify the 100% use of these facilities, let alone justifying the procurement of additional facilities which the Council is reasonably certain will be needed within a few months.

In order to function and plan properly, Mr. Eddy stated the needs of the Division of Vocational Training for National Defense were as follows:

1. Up-to-date labor schedules including the following information
    a. Detailed description of type jobs
    b. Time schedules by job for entrance into employment
    c. Levels or degrees of skill expected of personnel entering employment
    d. Preferential order for establishing preemployment training programs.
2. Employment by defense contractors of training supervisors, who are specialists in this field of work, to develop cooperative plans for in-plant training programs and supplementary training programs.
3. Gaining recognition of training by the employers (use of form 114)

As in the case of the educational authorities, Mr. Bond stated that the prime need of the employment service was labor schedules. Many difficulties were encountered in securing them: 1. The authority of the employment service to request them was questioned by some employers and resented by others; 2. Some employers had no idea what their labor needs were or would be; 3. Labor requirements were the last consideration of many employers, their main concern being the procurement of machines and materials; 4. Some employers have deferred submitting schedules stating schedules could not be prepared until delivery dates on machines and materials were known, or until final specifications of the product to be manufactured or built had been received from the Federal authorities; 5. Lack of centralized personnel departments or centralized control in defense establishments for estimating labor needs, and procuring labor; 6. Lack of skilled managerial personnel with or without experience in the particular industry; and 7. The inability of many employers to envision the possibility of a labor shortage. "They know it is hard to get materials but they are not sure that it is going to be hard to get labor," said Mr. Kellam. These and other difficulties were the subject of much discussion by the Committee.

As to the immediate labor supply, Mr. Bond said, "We have an adequate supply of man power; we are meeting all of our needs today on a man power basis and it appears we will be meeting our needs for the next six to nine months. We do not know what will happen then." However, the employment service does not imply by this that they are meeting or are prepared to meet the industry's needs for specific skills.

With respect to labor schedules, Mr. Bond stated: "Eventually we will be able to get labor schedules from all employers who get defense contracts, but it seems that we go through a lot of additional motions that could be cut and dried before the matter gets this far down (to the State level). I think it could be made more specific and easier. I believe that OPM should study the organization of certain contractors in the line of personnel policies, in-plant training, up-grading practices and policies as to hiring methods. * * * * OPM should then make determinations and instruct the employers in their contracts what is going to be expected."

With respect to policies already promulgated by OPM, Mr. Bond stated: "There has been no way of enforcing it (them) so far, but if they would put it in the contract, it would be enforced." "As the situation exists today, the employment service is charged with the responsibility for securing labor schedules, but the employers are not held responsible for providing them to the employment service," Mr. Bond declared.

The things that would be of the greatest assistance to the employment service at this time were stated by Mr. Bond to be as follows:

1. OPM taking measures to see to it that defense contracts contain provisions requiring compliance with its policies as to employment, labor schedules, within industry training, et cetera.

2. That labor requirements based on the actual experience of the Navy and of the Maritime Commission in the building of similar types of vessels should be made immediately available to the employment service and by it be made available to the industry. Mr. Bond felt that more reliable estimates of labor requirements could be made from such data than from data supplied by some defense ship contractors who, as in the case of the Houston Shipbuilding Company, have never built ships before.

3. More prompt notification of contract awards. Mr. Bond stated that official notice of contract awards coming through present channels often arrives several weeks to several months late, and cited a number of instances illustrating this. It was Mr. Bond's belief that OPM could get such information immediately and should take steps to transmit it directly to the State employment services without delay.

TRAINING PROGRAM AND POLICY OF THE TEXAS COUNCIL OF STATE ADMINISTRATORS

The Texas Council of State Administrators in attendance at the meeting submitted to the Committee the following matter for its consideration:

"In anticipation of the labor needs of defense industries, the State Council of Administrators in Texas is sponsoring a training program beyond the immediate needs of the defense industries and contracts now in the State. Does this action meet the approval of the Texas Regional Labor Supply Committee and does the Committee recommend continuation of this policy?"

/s/ James R. D. Eddy
/s/ J. H. Bond
/s/ J. C. Kellam

After discussion by the Committee, it was

AGREED: That the action of the Council of State Administrators in sponsoring a training program beyond the immediate needs of the defense industries and contracts now in the State be approved and the continuation of this policy recommended.

in this connection, it was further

AGREED: That the Acting Chairman transmit copies of the above Committee resolution as to training program policy to the Councils of State Administrators in Louisiana and in New Mexico.

MARITIME COMMISSION LABOR SCHEDULES

Mr. Erhard stated that he had reason to believe that shipbuilding labor requirements based upon actual experience in building various types of vessels was available upon request of the Maritime Commission. After discussion by the Committee, it was

AGREED: That the Acting Chairman would write to the Maritime Commission requesting that the Committee be supplied with labor schedules showing the actual numbers of the various skilled workers required in the construction of various types of ships from the time of laying the keel to completion.

## III.

## COMMITTEE ACTIONS

### A. Form of Acting Chairman's Report to Committee

In the interim between the initial committee meeting and the second meeting, the Acting Chairman and his staff devoted considerable thought to devising means whereby he could keep the regional labor supply committee currently informed about each important plant and indicate its net labor requirements, the problems encountered (considering the situation in the labor market as a whole) and the extent of the employers' willingness to cooperate in meeting the problems following the OPM policies.

Rough drafts of the proposed form of the report were submitted to the Committee for review, consideration, and revision, in order to make sure that in their final form the reports would contain the information needed by each Committee member. After some discussion, the Committee

AGREED: That a final draft of the report form be revised in accordance with the suggestions of the Committee for distribution to it when in the judgement of the Acting Chairman it was time to do so.

In this connection, it was further

AGREED: That the Acting Chairman would use this revised draft form of report in reporting to the Committee until experience indicated further revision or simplification. (Copies of these report forms are attached.)

B. Committee Stationery and Franking Privilege

Considerable discussion was held about the necessity for the Committee's using its own letterheads, stationery, et cetera. It was the unanimous opinion of the Committee that the need for individual letterheads and other stationery to identify the Committee was mandatory. It was, therefore,

AGREED: That the Acting Chairman be directed to prepare recommendations to the Office of Production Management, setting forth the Committee's feeling and requesting the Office of Production Management to make arrangements for the use of this individual stationery, and, if possible, to secure the extension of the franking privilege for the use of the Committee in its official correspondence.

(In this connection, it was interesting to note that Mr. Fletcher, Training Within Industry representative, suggested that, in the event that the press of business in the Government Printing Office would seriously delay the printing of this stationery, he would see that the printing department of the Hughes Tool Company be instructed to print these letterheads without cost to the Committee, providing that such an arrangement had official sanction.)

C. Officials Charged with Defense Training in Louisiana to Attend New Orleans Meeting of Committee

AGREED: That the officials responsible for defense training in Louisiana, namely, the Council of State Administrators in that State, should attend the meeting of the Committee tentatively scheduled to be held in New Orleans August 26 to report upon the status of defense training in that State with particular reference to the defense shipbuilding industry. To this end, Mr. Miller was instructed to secure the attendance of the Chief of the State Office of Education charged with the responsibility for vocational education; Mr. Pritchard to secure the attendance of the Chief of the State National Youth Administration; and the Acting Chairman to secure the attendance of the Chief of the Louisiana State Employment Service.

Irving W. Wood, Acting Chairman
Tenth Regional Labor Supply Committee

Attachments

CONFIDENTIAL

# MINUTES

## LABOR SUPPLY COMMITTEE, REGION 10

Meeting of August 21 and 22, 1941
Monteleone Hotel, New Orleans, Louisiana

MEMBERS PRESENT:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
E. H. Jennings, United States Civil Service Commission
W. G. Carnahan, Representative of Minorities, OPM
H. W. Fletcher, Training Within Industry Section, OPM
James C. Evans, Negro Employment and Training Branch, OPM
Frank L. Miller, Defense Training (Office of Education)
Fred W. Erhard, Apprenticeship Unit of Division of Labor Standards, U. S. Department of Labor
Robert Homer McNew, WPA Training and Reemployment Division

ALTERNATES PRESENT:

A. C. Martin, Jr., Bureau of Employment Security
Paul H. Figg, United States Civil Service Commission
Travis J. Lewis, Apprenticeship Unit of Division of Labor Standards, U. S. Department of Labor
T. T. Word, Training Within Industry Section, OPM
Robert Ansley, NYA Regional Office, Memphis, Tennessee

OTHERS PRESENT:

W. L. Crawford, Administrative Assistant, Texas State Employment Service
E. L. Bilodeau, Field Representative, Apprenticeship Unit, U. S. Department of Labor
E. E. Webre, NYA Director, Louisiana
A. Triche, Director of Defense Training, Louisiana
H. R. Bishop, Chief, Louisiana State Employment Service
P. J. Charlet, Director, Louisiana Division of Employment Security
J. A. Super, Defense Training, Louisiana

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| Max Yarborough, | Defense Training, Louisiana |
| W. H. O'Kelly, | Louisiana State Employment Service |
| C. N. Conner, | Louisiana Apprenticeship Unit |
| J. S. Voorhies, | Acting Director, Louisiana State Apprenticeship Council |
| Mr. Davis, | Personnel Director, Delta Shipbuilding Corporation, Inc. |
| Mr. Pharr, | Personnel Director, Todd-Johnson Dry Docks, Inc. |

## I.

## DEFENSE SHIPBUILDING IN ORANGE, BEAUMONT, GALVESTON, HOUSTON AREA

### A. Background Information

At the previous meeting, the Regional Labor Supply Committee requested the Texas State Employment Service to present a complete report on the status of labor supply and demand with reference to defense shipbuilding in the Houston-Galveston-Beaumont-Orange area, together with information indicating which shipbuilding firms had submitted adequate labor schedules, which ones had submitted inadequate labor schedules, and which ones had submitted no labor schedules. After considering the material presented, the Texas State Employment Service was again requested to secure adequate labor schedules from all defense shipbuilding firms in Texas and to present them to the Committee at its meeting in New Orleans on August 21 and 22.

### B. Report of Texas State Employment Service Concerning Procurement of Labor Schedules

The Texas State Employment Service reported to the Committee that it had been successful in obtaining labor schedules from the nine holders of defense shipbuilding contracts in the area. A complete labor schedule has now been received from all defense shipbuilders in Texas and you are referred to the report entitled "Texas Shipbuilding Industry, Second Report, Dated August 19, 1941."

After considering this report, the Committee

AGREED: That the report should be accepted and that the Acting Chairman express the Committee's appreciation to the Texas State Employment Service for obtaining and compiling the complete report; and that the Acting Chairman be directed to request the Texas State Employment Service to study and analyze the report and inform the Committee at its next meeting about the means which it proposes to adopt to take care of the labor stringencies which the report discloses.

During the presentation of this information, Mr. Crawford indicated that Mr. Lackey of the Consolidated Shipbuilding Corporation had expressed a request for assistance from the Training Within Industry Section to assist him on breaking down and upgrading the jobs in that company. It was indicated that the necessary assistance would be made available.

## II.

## DEFENSE SHIPBUILDING IN THE NEW ORLEANS AREA

A. Background Information

At the previous meeting, the Committee requested the Acting Chairman to secure from the Louisiana State Employment Service complete labor schedules covering all establishments holding defense shipbuilding contracts in Louisiana and to present them to the Committee at its meeting in New Orleans on August 21 and 22.

B. Report of the Louisiana State Employment Service Concerning the Procurement of Labor Schedules

The Louisiana State Employment Service presented labor schedules covering the Delta, Todd-Johnson, Higgins, and Neptune shipbuilding companies. However, schedules were not presented for all holders of defense contracts and the ones presented were incomplete. After considering the schedules, the Committee

AGREED: That the Acting Chairman be directed to acknowledge receipt of the report and to request the Louisiana State Employment Service to secure complete labor schedules covering all defense contracts in Louisiana and to present these for the shipbuilding industry to the Committee at its next meeting in

Austin, Texas, on September 4 and 5.

With respect to defense contracts other than shipbuilding, it was

AGREED: That the Louisiana State Employment Service be requested to prepare complete labor schedules and a complete analysis of defense labor supply and demand in Louisiana and to present a complete report to the Committee at its meeting in Dallas, Texas, on September 18 and 19.

C. Meeting with Officials of the Delta Shipbuilding Corporation and the Todd-Johnson Dry Docks Inc.

At its meeting on August 21, the Committee met with Mr. Davis of the Delta Shipbuilding Company and Mr. Pharr of the Todd-Johnson Dry Docks Inc. Other holders of defense shipbuilding contracts were invited to attend but were unable to do so because of previous engagements.

The objectives of the Regional Labor Supply Committee were explained in detail to these gentlemen and the necessity for submitting complete and accurate labor schedules was emphasized. The services of the Committee were offered to assist those companies in resolving questions of labor supply; and, in this connection, it is interesting to note that plans are under way whereby the services of the TWI and the Apprenticeship Unit of the Division of Labor Standards will be made available to the Delta Shipbuilding Corporation.

Mr. Davis of the Delta Shipbuilding Corporation pointed out that they were somewhat concerned as to whether or not a sufficient number of qualified welders would be available when they started production. He stated that it was the feeling of the officials of his company that the start of production was the critical time and that nine months after production was started the company felt that its up-grading program would provide for their needs in this connection. As indicated later under "Training for the Shipbuilding Industry in the Area," a complete schedule of defense training information will be compiled within a few days. Appropriate action can then be taken.

Mr. Davis also stated that it was the policy of the Delta people to employ workers on basis of qualifications only without regard to race, creed, color, or national origin. However, the company is of the opinion that restrictions of the Walsh-Healy Act prohibited them from hiring non-citizens. The Committee pointed out that it knew of no such general restrictions and assured Mr. Davis that it would investigate and inform him as to the facts. Mr. Davis expressed the hope that the Committee's inquiry would result in permitting the Delta people to employ non-citizens.

Mr. Pharr indicated that his company would cooperate with the Louisiana State Employment Service by furnishing a complete labor schedule. He explained, however, that the schedule would have to be based on maximum need since their business was strictly repair and could not be accurately estimated in advance.

The Committee indicated that it was felt that such an estimate would be the best which could be hoped for. It was pointed out that the estimate should be made by months and should indicate the number of workers who will be needed in each classification by months.

## TRAINING FOR THE SHIPBUILDING INDUSTRY IN THE AREA

The Committee considered the defense training program for shipbuilding in the area and reports were made by Mr. Triche, Mr. Erhard, Mr. Bishop, and Mr. F. L. Miller. Because of the fact that the date of the meeting was advanced four or five days from that originally planned, the data presented was somewhat incomplete and did not indicate exact dates when trainees will be available for referral to employers.

Dr. Triche pointed ou that, in his opinion, there was some danger of overdoing training and stated that there were now about one hundred graduate trainees floating around from job to job looking for work. He suggested that top management in Washington use its influence to persuade employers to hire those workers who have completed defense training courses. Dr. Triche also indicated that it was his impression that employers do not sufficiently understand that preemployment training is given only to fit trainees for entry jobs and that it is not intended to produce finished or highly skilled workers.

Dr. Triche indicated that there are now operating in Louisiana seven trade schools outside of New Orleans, the facilities of which have been used to maximum capacity since July 15, 1940.

With respect to the defense training information presented to the Regional Labor Supply Committee, Mr. Miller of the Office of Education indicated that a complete schedule of defense training activities would be compiled, setting forth the number of training stations available for preemployment courses in each locality, the enrollment in each course, an indication of the maximum number of persons who can be trained and the number who will be graduated. This information is to be furnished on a weekly basis so that a rapid determination of the number of trainees available at specific future dates can be made.

It was also brought out at the meeting that the appointment of local advisory councils had been delayed due to a misunderstanding of Office of Production Management policy. It was explained to the State Council of Administrators that, while OPM may later establish a State advisory council, the Committee felt that immediate action should be taken to appoint local advisory committees at once.

Dr. Triche stated that the Orleans Parish School Board had turned down a proposed training course for Negro welders. He indicated, however, that such a course would be established outside Orleans Parish as soon as the necessary funds had been allotted in Washington.

Mr. Bishop indicated that it was his feeling that a uniform method of clearing all workers through a central agency should be adopted. He pointed out that the Louisiana State Employment Service is responsible for recommending the establishment of training courses. He pointed out that the necessity for the establishment of these courses could be determined only when the State employment service had complete information about labor supply.

Mr. Bishop stated that employers use at least five different sources from which to secure their labor and he enumerated them as follows: (1) unions, (2) the employment service, (3) hiring at the gate, (4) applications on file in their personnel departments, and (5) WPA.

Mr. Bishop pointed out that in an extreme instance it might be possible for an individual to be registered at all five of these places and that in determining the available labor supply through these sources the same individual might be counted five times. It was his feeling, therefore, that in determining the necessity for training his agency might err on account of this duplication.

It was pointed out, however, that in the Committee's judgment it was better to err on the side of an oversupply of trainees rather than on the side of an undersupply, and that in borderline instances if he had any doubt as to the necessity for establishing a certain training course he should recommend that it be established.

There was some evidence that a misunderstanding exists among the members of the State Council of Administrators about the amount and kind of cooperation which is to be expected, and it was the feeling of the Committee that this misunderstanding should be explored with the State Council of Administrators and that efforts should be made to resolve any existing difficulties. It was, therefore,

AGREED: That a subcommittee be appointed to consult with the State Council of Administrators in order to review its actions and to resolve any existing misunderstandings.

It was further

AGREED: That this committee be comprised of the Committee members representing the National Youth Administration, the Office of Education, and the Bureau of Employment Security, and that after discussing the situation with the State Council of Administrators, this subcommittee make the necessary recommendations and report to the Regional Labor Supply Committee at its next regular meeting.

With respect to Mr. Flemming's letter of August 11, 1941, which concerned shortages in the occupations of die maker, die assembler, die setter, tool maker and tool assembler, it was pointed out that skilled workers in these occupations will be practically not available in this region and that defense requirements can probably best be met by breaking down these occupations into their sequent operations and training operators for this work.

This plan will probably be less successful in connection with the occupations of die setter and tool inspector where a considerable fund of experience is necessary except in repetitive operations.

Should the need for skilled men in the occupations in question become pressing in this region, it may be necessary to draw on the personnel of the few firms now using men of this type to act as instructors for supplementary and on-the-job training courses in defense plants requiring assistance.

Mr. Erhard indicated that he would endeavor to ascertain whether or not a future supply of tool makers and die setters, et cetera, might be created by requesting employers to transfer apprenticeship machinists who are nearing the completion of their apprenticeship to apprentice tool makers and that he would report on the possibilities of this procedure within a few days.

With reference to Mr. Flemming's letter of July 31, 1941, under the heading of "Negotiated Transfers of Skilled Workers from Non-defense to Defense Employment," it was

AGREED: That each Committee member would submit comments about the proposed procedure in writing to the Acting Chairman not later than August 25 and that the Acting Chairman would compile these comments and forward a digest of them to Mr. Flemming.

The frequency with which meetings of the Regional Labor Supply Committee shall be held was discussed and it was the consensus of the Committee that, because of geographical distances, the Committee should not attempt to hold full Committee meetings weekly because of time consumed in travel, and that it would be more prfitable to hold a two-day meeting each two weeks. It was

AGREED: That furure meetings be held as follows:
September 4 and 5, Austin, Texas
September 18 and 19, Dallas, Texas
October 2 and 3, Albuquerque, New Mexico
October 16 and 17, Beaumont, Texas

It was also

AGREED: That the Acting Chairman ask the Texas State Employment Service to invite officials of the North American Aviation Inc., Consolidated, and other aircraft manufacturers in the Dallas-Fort Worth area to attend the meeting in Dallas on September 18 and 19.

It was also

AGREED: That the Acting Chairman be directed to request the Louisiana agency to attend the meeting at Austin on September 4 and 5 and present the data and labor schedules from holders of defense shipbuilding contracts in Louisiana.

It was also

AGREED: That the Acting Chairman be directed to request the Texas State Employment Service to prepare and submit labor schedules and labor market data covering the aircraft manufacturing industry in Texas at the Committee meeting which is to be held in Dallas September 18 and 19.

In this connection, it was suggested that the Texas State Employment Service call upon Mr. Jennings of the Civil Service Commission to indicate the need for aircraft workers in Government establishments.

Because of the difficulty in obtaining stenographic assistance to report the Committee meetings verbatim, it was

AGREED: That the minutes of the Committee meetings should be prepared in condensed form and that only resolutions of the Committee should be recorded verbatim.

It was also

AGREED: That the reports covering assignments made to members or subcommittees should be in writing.

Because of the difficulty surrounding the procurement of labor supply information from units of organized labor and because of the interest of organized labor in training programs, negotiated transfers, et cetera, it was

AGREED: That the Committee recommend to the OPM that organized labor representation on the Committee be expedited as much as possible and that, if possible, two such representatives be appointed, one representing the American Federation of Labor and the other representing the Congress of Industrial Organizations.

Irving W. Wood, Acting Chairman,
Tenth Regional Labor Supply Committee

CONFIDENTIAL

# MINUTES

## LABOR SUPPLY COMMITTEE, REGION 10

Meeting of September 4 and 5, 1941
Austin, Texas

WOMEN'S BUREAU
SEP 27 1941
DEPARTMENT OF LABOR

MEMBERS PRESENT:

Fred W. Erhard, Apprenticeship Unit of Division of Labor Standards, U. S. Department of Labor
H. W. Fletcher, Training Within Industry Section, OPM
R. H. McNew, WPA Training and Reemployment Division
E. H. Jennings, United States Civil Service Commission
Frank L. Miller, Defense Training (Office of Education)
J. G. Carnahan, Representative of Minorities, OPM
W. R. Woolrich, Dean of Engineering, University of Texas

ALTERNATES PRESENT:

Travis J. Lewis, Apprenticeship Unit of Division of Labor Standards, U. S. Department of Labor
Paul H. Figg, United States Civil Service Commission
J. C. Kellam, National Youth Administration, Texas
T. T. Word, Training Within Industry Section, OPM
A. C. Martin, Jr., Bureau of Employment Security

OTHERS PRESENT:

Svend Pedersen, Lockheed Aircraft Corporation
Walter Burr, Labor Supply Branch, OPM
E. L. Bilodeaux, Apprenticeship Unit of Division of Labor Standards, U. S. Department of Labor
C. B. Nixon, Apprenticeship Unit of Division of Labor Standards, U. S. Department of Labor
Wilbur J. Keith, Informational Service, Social Security Board
J. H. Bond, Texas State Employment Service
W. L. Crawford, Texas State Employment Service
Mel Summers, Texas State Employment Service
James R. D. Eddy, State Board for Vocational Education, Texas
H. R. Bishop, Louisiana State Employment Service
W. H. O'Kelley, Louisiana State Employment Service
Fred Weyand, Bureau of Employment Security
L. G. Graham, Bureau of Employment Security

## DEFENSE SHIPBUILDING IN ORANGE, BEAUMONT, GALVESTON, HOUSTON AREA

The Texas State Employment Service presented an analysis of its second report on labor market conditions in the shipbuilding industry in Texas. The analysis indicates that within the coming year shortages may occur in about 36 occupations.

Since the analysis does not indicate that serious labor shortages are likely to occur in the near future it was

AGREED: That the analysis be accepted; and that committee study it and submit questions or suggestions concerning it at the next committee meeting.

## DEFENSE SHIPBUILDING IN LOUISIANA

The Louisiana State Employment Service presented its second report on labor market conditions in the shipbuilding industry in Louisana.

This report indicates that no serious labor shortages are apt to occur in the industry in the near future. However, the committee felt that there might be some question about the ability of the Delta Shipbuilding Corporation to train the number of workers indicated in the report.

Mr. Word indicated that the Delta Corporation planned to transfer 65 leaders, or trainer-foremen, from Cleveland to assist in the Company's training program.

It was therefore

AGREED: That Mr. Word investigate and determine whether or not the Delta Shipbuilding Corporation's training program will produce the number of workers indicated in the report of the Louisiana State Employment Service.

## CONSTRUCTION AT TEXARKANA, TEXAS

The Texas State Employment Service indicated that all five contractors engaged in the construction of the Shell Loading Plant were using the TSES to obtain their workers and that there was no indication of a labor shortage.

Actual production will not get under way for about nine months, and, since workers can be readily trained for occupations in the shell-loading industry, no immediate problem seems indicated. The company expects to employ women for about 30 per cent of its production jobs.

## CONSTRUCTION AT MINDEN, LOUISIANA

The Louisiana Employment Service reported that plans for the construction of the shell-loading plant at Minden were not completed. It is estimated that production will begin in March 1942 and that about 7,500 workers will be required, 30 per cent of whom will be women. Since training for these production jobs is simple and can be done rapidly no problem seems indicated at present.

## TRAINING FOR NEGROES

Considerable discussion was held relative to the lack of defense training facilities for Negroes. It was pointed out that arrangements were being made to institute training classes for Negroes at Prairie View, Texas; and that it might be possible to institute others elsewhere.

It was therefore

AGREED: That the Committee is of the opinion that the State Councils of Administrators, working in cooperation with Mr. Carnahan and Mr. McNew, should proceed as quickly as possible to establish additional work experience and training opportunities in defense occupations for Negroes to the maximum extent possible and in such places and such numbers as are feasible; and that the acting chairman transmit notice of this action to the State Councils of Administrators.

## SUBCOMMITTEE'S MEETING WITH THE LOUISIANA STATE COUNCIL OF ADMINISTRATORS

At the meeting held with the Louisiana State Council of Administrators on August 27 the subcommittee recommended that:

1. Detailed policies governing the conduct of defense training programs be promulgated by members of the State Council and circulated to each local supervisor and director of the constituent agencies.

2. That following the formulation of these policies constituent agencies call together their supervisors for a conference on defense training.

3. That the State Council organize the State Advisory Committee according to regulations; and that local councils of administrators organize local advisory committees according to regulations.

4. That copies of the minutes of meetings of the State Council of Administrators be furnished the Regional Labor Supply Committee through regular channels.

5. That emergency methods be set up by the United States Office of Education to provide space for vocational education for defense training immediately upon request by proper State educational authorities.

The Regional Labor Supply Committee considered and approved the action of the subcommittee.

### POSSIBLE SOURCES FOR TOOLMAKERS, DIE MAKERS, ETC.

Mr. Word reported that he had been informed that skilled railroad workers of this type who had retired or who are now employed but not now using these skills had been located at various railroad terminals such as Palestine, Waco, et cetera.

It was therefore

AGREED: That the State employment services be directed to contact the railroad retirement board and to ascertain the names of retired workers who possess these skills and endeavor to refer them to work where they can use these skills.

### TRAINING WITHIN INDUSTRY - HOUSTON SHIPBUILDING CORPORATION

Mr. Word reported that the Houston Shipbuilding Corporation had instituted in-service training in welding and shipfitting.

### COORDINATION OF EMPLOYER VISITING

After some discussion about the duplication in employer visiting, it was

AGREED: That whenever practicable and desirable local employment office representatives should accompany representatives of constituent agencies on visits to defense employers.

That local employment offices should be considered as focal points for all contacts with defense industries.

That, whenever practical, information available in local employment offices should be used before contacts with defense employers are made in an effort to secure information which already exists.

That information secured during visits to defense employers should be made available to local employment offices.

That local employment offices should set up files of defense employer information and that this information should be made available to representatives of constituent agencies upon request.

## TECHNICAL ASSISTANCE FROM OCCUPATIONAL ANALYSIS SECTION OF THE BUREAU OF EMPLOYMENT SECURITY

Mr. Weyand explained the kind, type, and extent of assistance which his unit in Dallas can render the Regional Labor Supply Committee.

It was decided that the Acting Chairman should make available to all Committee members and alternates the statement in the form of questions and answers concerning the assistance which the Occupational Analysis Section of the Bureau of Employment Security can render.

## APPOINTMENT OF ORGANIZED LABOR REPRESENTATIVE TO THE REGIONAL LABOR SUPPLY COMMITTEE

Mr. Keith indicated that representatives of organized labor had expressed concern to him because the membership of the Committee did not include representatives of organized labor.

The Committee informed Mr. Keith that organized labor representation on the Committee was planned and that the Committee had recommended to OPM that appointments for this purpose be expedited as much as possible.

## ENGINEERING, SCIENCE, AND MANAGEMENT TRAINING

Dean Woolrich of the University of Texas estimated that shortages will occur within the next year in engineering, architecture, accounting, et cetera, and that it was his feeling it would be necessary to train about 3,000 individuals of professional or sub-professional grades.

## GENERAL

Mr. Svend Pedersen of the Lockheed Aircraft Corporation addressed the Committee and explained that company's recruiting, selecting, and training policies. Mr. Pedersen indicated that the Lockheed Corporation was now employing 42,000 workers and had immediate need for about 5,000 more and that they expected to employ approximately 77,000 by April of 1942.

Mr. Walter Burr explained that the Committee was formed to "secure collective action" with respect to securing an adequate labor supply for all defense employers. Mr. Burr also explained the relationship between the Councils of State Administrators and the Regional Labor Supply Committee.

The Committee adjourned until its next meeting in Dallas, Texas, on September 18 and 19, 1941.

Irving W. Wood, Acting Chairman
Tenth Regional Labor Supply Committee

8454

Labor Supply Branch Circular #6

Issued:
September 4, 1941

# ORGANIZATION AND PROCEDURE FOR REEMPLOYMENT OF DISPLACED WORKERS

In order that all the labor and productive resources of the country may be utilized to the fullest extent possible in the Nation's defense effort, all energies will be directed toward the assurance of continued employment of workers and plant capacity which are threatened with dislocation as a result of the imposition of priorities on basic raw materials and the curtailment of civilian production. The Office of Production Management has established Defense Industry Advisory Committees and Defense Labor Advisory Committees for certain commodities and industries. Other such committees will, no doubt, be established in the future. In order that there may be a complete understanding on the part of all interested in these problems, and that there be a pooling of common information, the maximum use of these groups should be made in solving these problems. The facilities of labor and management, including the above committees and their regional, state or local counterparts and government agencies, will be utilized through the allocation of defense contracts and subcontracts to critically affected areas, through the retraining or additional training of workers for defense occupations, and through the transfer of workers to defense jobs.

In achieving this objective the Labor Supply Committee, Labor Division, Office of Production Management, has assigned to constituent and cooperating agencies the following responsibilities:

> Each constituent agency in Washington will immediately notify the Executive Secretary of the Labor Supply Branch of the impending or actual displacement or dislocation of workers resulting from priorities or other reasons. The Executive Secretary will promptly inform agencies concerned of this probable or actual dislocation of labor.
>
> PRIORITIES BRANCH will cooperate with the Defense Contract Service of OPM in locating the critical areas, and will recommend places and plants where additional defense contracts or subcontracts are needed to alleviate a severe displacement problem, and will attempt to get additional defense production allocated to such areas.

LABOR RELATIONS BRANCH will work with representatives of organized labor in meeting displacement problems which involve seniority both in the lay-off procedure and in making agreements for rehiring; and will assist in developing their cooperation and participation in registration and reemployment through the Employment Service, adjustments in connection with the transfer of workers from the jurisdiction of one union to another union and any other problems in which trade union policies, procedures or structures are involved.

DEFENSE TRAINING will secure the establishment of special training courses for those workers requiring retraining or additional training to prepare them for employment in defense occupations.

TRAINING WITHIN INDUSTRY will encourage industry to take the initiative in and responsibility for developing training on the job within its own plant in order to shorten time of adapting replaced workers to the new job.

UNITED STATES EMPLOYMENT SERVICE will secure adequate information about displaced workers necessary for their reemployment, and will effect the transfer of such displaced workers into defense jobs or to defense training as indicated.

## ACTING CHAIRMAN OF REGIONAL LABOR SUPPLY COMMITTEE

A. Will obtain through the State Employment Services full information about the whole local displacement problem including local labor market conditions and will secure the registration of workers and their transfer to defense jobs.

B. Will arrange for the management representative to assume the responsibility for working with employer and management groups to assure their active participation in and support of the reemployment efforts.

C. Will arrange for the labor representative to assume the responsibility for securing the full cooperation and participation of leaders of organized labor in working out the details of reemployment.

D. Will arrange for the Defense Training representative to assume the responsibility for securing the cooperation of the State Board of Vocational Education, the local Board of Education, NYA, WPA, or other officials, to the end that all facilities will be made available for any necessary special training classes.

E. Will inform the Executive Secretary of the Labor Supply Branch the results of the reemployment effort, and will make suggestions and recommendations as to further action.

## SELECTIVE SERVICE

The Executive Secretary will inform the Selective Service System regarding workers who should be allowed to retain a deferred classification that they may have by virtue of their present occupation and by the skills needed in the capacity to which workers will be transferred.

WOMEN'S BUREAU
SEP 30 1941
DEPARTMENT OF LABOR

STRICTLY CONFIDENTIAL

## TENTH REGIONAL LABOR SUPPLY COMMITTEE

Fifth Meeting Held September 18 and 19, 1941

Baker Hotel, Dallas, Texas

MEMBERS PRESENT:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
W. G. Carnahan, Representative of Minorities, OPM
Fred W. Erhard, Apprenticeship Unit, Division of Labor Standards, U. S. Department of Labor
James C. Evans, Negro Employment and Training Branch, OPM
Colonel Dwight Horton, U. S. Army
E. H. Jennings, U. S. Civil Service Commission
R. H. McNew, Training and Reemployment Division, WPA
Frank L. Miller, Defense Training, Office of Education

ALTERNATES PRESENT:

C. Z. Crain, Work Projects Administration
J. C. Kellam, National Youth Administration
Travis J. Lewis, Apprenticeship Unit, Division of Labor Standards, U. S. Department of Labor
Thomas M. Mobley, Training Within Industry Section, OPM

OTHERS PRESENT:

H. R. Bishop, Chief, Louisiana State Employment Service
J. H. Bond, Director, Texas State Employment Service
W. L. Crawford, Administrative Assistant, Texas State Employment Service
C. H. Culpepper, Apprenticeship Unit, Division of Labor Standards, U. S. Department of Labor
L. G. Graham, Regional Economic Analyst, Bureau of Employment Security
Wilbur J. Keith, Associate Informational Representative, Social Security Board
W. H. O'Kelley, Field Supervisor, Louisiana State Employment Service
W. H. Rima, Jr., U. S. Civil Service Commission
Mel R. Summers, Texas State Employment Service

## I.

## AIRCRAFT INDUSTRY IN THE DALLAS-FORT WORTH AREA, TEXAS.

### A. Background Information

At a previous meeting of the Tenth Regional Labor Supply Committee, it was decided to request the Texas State Employment Service to present a report on the status of labor demand and supply with reference to the air craft industry which, as pertaining to this region, is centered in the Dallas-Fort Worth area. The Texas State Employment Service also received a request from the Bureau of Employment Security to prepare a general labor market report covering the same area. The two requests were combined in one written report.

### B. Report of the Texas State Employment Service

The following points were stressed by the Texas State Employment Service when presenting the report:

a. The bomber-assembly plant of the Consolidated Aircraft Corporation at Fort Worth will not be completed until sometime between January and March of 1942. Labor demand information will not be obtainable until the arrival of the Employment Manager, probably in November.

b. The Southern Aircraft Corporation refused to give any information. Upon learning this, the Committee telephoned to the president of the company requesting him to meet with the Committee. When he failed to do so, the Committee requested the Training-Within-Industry representative, Mr. Fletcher, to endeavor to secure the necessary cooperation and to notify the Committee as to the results.

c. The North American Aviation plant at Grand Prairie will increase its present force of 3,600 to more than 9,900 within the next 12 months. There are only a few occupations in which local shortages will exist — Machinist II (360), Sheet Metal Worker (100), Milling Machine Operator (40), Tool Maker (36), Turret Lathe Operator (25), and Centerless Grinder (4). Means whereby these shortages might be taken care of will be the subject of negotiations between the company and the Texas State Employment Service.

The Committee accepted an invitation from the company to tour the plant. Just one of the three production lines is in operation; this, it was stated, is due to lack of material and equipment.

d. Not including demand by Consolidated Aircraft Corporation and the Southern Aircraft Corporation, it is estimated there will be a general demand in the area for more than 49,100 additional workers during the next 12 months. To meet this demand there will be available within the area almost 83,000 workers (47,269 applicants registered at the public employment offices, 20,074 unemployed not registered at the public employment offices (estimate), and 17,615 trainees).

Some members of the Committee questioned the validity of the labor supply data. More detailed information will be secured.

e. Immigration of labor will not be necessary except for a very small number of highly technical personnel who will be brought in by two aircraft companies from their plants in other areas.

f. It appears that existing facilities, both public and private, plus facilities for which plans have been made are and will be adequate for defense training purposes.

g. No shortage is expected in respect to housing or transportation facilities.

h. The need for adequate labor demand information from the U. S. Naval Air Station, Corpus Christi, and the San Antonio Air Depot, Duncan Field, is apparent. The Chairman of the Committee is delegating Mr. Jennings, U. S. Civil Service Commissioner in this region, to work out satisfactory arrangements for securing and making such information available to the Committee and to the Texas State Employment Service.

## II.

## LABOR DEMAND AND SUPPLY IN LOUISIANA

Acting upon a previous request from the Committee, the Louisiana State Employment Service presented a written report on the labor demands of the principal Louisiana defense establishments and the labor supply with which to meet such demands.

The principal features of the report are as follows:

a. Comparatively few employers anticipate additions to their present staff.

b. At the present time, the major demand for labor, aside from construction labor, comes from the shipbuilding industry, primarily the Delta Shipbuilding Corporation. It is anticipated that shortages will exist in the following occupations — boilermakers, shipfitters, pipefitters, steamfitters, and overhead electric crane operators.

Committee members, or members of their staff, from the Training-

Within-Industry Section and the Apprenticeship Section are at present working with Delta to determine means of meeting the shortages.

c. 4,500 workers are now engaged in constructing the $18,000,000 shell-loading plant at Doyline. No difficulty is anticipated in obtaining additional construction workers who might be needed. Considerable time will elapse before production work will begin.

d. Several additional major defense projects in Louisiana are contemplated but have not progressed much beyond the planning stage.

1. $7,500,000 budadiene rubber plant to be operated by the Standard Oil Company at Baton Rouge.

2. Contracts let by Standard Oil Company for $7,500,000 alcohol and chemical plant at Baton Rouge. Construction to begin about January 1, 1942.

3. Large ammonia plant to be constructed at Sterlington.

4. Large addition to plant of Mathieson Alkali Company at Lake Charles.

In addition to the written report, the Louisiana State Employment Service reported that the vocational education authorities have not been giving data to the local employment offices concerning "production" of trainees. Committee member Mr. Miller was assigned to straighten out the situation and to report action taken and results secured at the next meeting of the Committee.

The Louisiana State Employment Service also stressed the need for descriptions of jobs in the shipbuilding industry and also analysis of such jobs to determine how they might be broken down into component parts or how workers in related jobs might be used in filling the labor demand.

In regard to the latter, our members in the Training-Within-Industry Section and the Apprenticeship Section have been working with the Delta Shipbuilding Corporation on this problem. As to job descriptions, the Acting Chairman will request the Occupational Analysis Section of the U. S. Employment Service to send analysts to make the necessary job descriptions if such descriptions are not available from similar shipyards.

At the previous meeting of the Committee, question was raised as to the ability of the Delta Shipbuilding Corporation to train as many workers as it had indicated to the Louisiana Employment Service. Mr. Mobley reported that the Training-Within-Industry Section believes that the company will not need as many workers as reported and that it will be in position to train as many as will actually be needed. Mr. Erhard and his group analyzed Delta's labor schedule in comparison with the schedule of the Houston Shipbuilding Corporation. A copy of the two schedules is attached. From this it appears that the number of workers in certain classifications is out of line. For example, Delta indicates need for 1,440 Bolters Up; this is 32.2% of the total number of workers. As indicated previously, effort is being continued to secure a more realistic picture of what the company will need.

The Committee requested that, at the next meeting, report be submitted by Messrs. Erhard and Fletcher as to progress on this problem, the recommendations made to the company, the extent of agreement by the company to the suggestions, the number of preemployment trainees in various classifications who will be needed by the company, and when such trainees will be needed.

## III.

## LABOR SHORTAGES IN THE SHIPBUILDING INDUSTRY IN TEXAS

The Texas State Employment Service submitted to the Committee, at its previous meeting a report on "Methods of Meeting Estimated Local Labor Shortages in the Texas Shipbuilding Industry." The Regional Economic Analyst made an analysis of this report and, after considering his suggestions, the Committee decided as follows:

a. Mr. Woolrich will investigate whether it is possible for Pennsylvania Shipyards Corporation and the Consolidated Steel Corporation to train 54 marine draftsmen.

b. Mr. Miller and Mr. Fletcher will investigate the speed and extent to which additional pre-employment and supplementary training facilities are being made available in or near the shipbuilding centers to meet the estimated shortage of 528 marine machinists at plants of the Consolidated Steel Corporation, Pennsylvania Shipyards, Houston Shipbuilding Corporation, and the Platzer Boat Works.

c. Mr. Fletcher will investigate means whereby the shortage of 57 boiler makers might be met for the Pennsylvania Shipyards. It is possible that some transfers from the oil refineries might be negotiated.

d. Mr. Miller and Mr. Fletcher will investigate supplementary training facilities to meet the shortage of 300 ship electricians required by the Houston Shipbuilding Corporation, Pennsylvania Shipyards, Consolidated Steel Corporation, Weaver Shipyards, and the Gulfport Boiler and Welding Works.

e. The Acting Chairman will find out the nature of the work to be performed by the 206 layout men needed by the Houston Shipbuilding

Corporation, Platzer Boat Works, and the Consolidated Steel Corporation.

f. Mr. Fletcher and Mr. Miller will investigate training facilities to provide 74 loftsmen needed by Pennsylvania Shipyards Corporation, Houston Shipbuilding Corporation, and Platzer Boat Works.

g. Mr. Fletcher will investigate whether the Houston Shipbuilding Corporation, Platzer Boat Works, Pennsylvania Shipyards, Consolidated Steel Corporation, and the Gulfport Boiler and Welding Works are engaging in in-service training of sufficient character to produce the 431 shipfitters needed by them.

h. Mr. Fletcher and Mr. Miller will investigate means of obtaining 161 steel plate caulkers needed by the Houston Shipbuilding Corporation and the Platzer Boat Works.

i. Mr. Miller will investigate means of meeting shortages of 112 acetylene burner operators in November, 20 in December, and 207 in January.

The Committee members mentioned above are not only to make investigations, but also to take action to bring about desired results and to report to the Committee the actions taken.

## IV.

## LABOR SHORTAGES REPORTED TO THE BUREAU OF LABOR STATISTICS

In compliance with Mr. Arthur Flemming's letter of September 14, the Chairman called attention to the fact that, in June, North American Aviation, Inc., Consolidated Steel Corporation, Pennsylvania Shipyards, Inc., and the Peru Mining Corporation reported to the Bureau of Labor Statistics that labor shortages were holding up production. Although much more recent labor demand information has been received from the first three companies and plans are being worked out by various members of the Committee and the Texas State Employment Service to meet anticipated needs, the Committee requested Messrs. Erhard and Fletcher, in conjunction with the Texas State Employment Service, to call upon those companies to determine whether labor shortages are holding up production at the present time and, if so, what action should be taken. Reports are to be submitted to the Acting Chairman by September 24, if at all possible.

In regard to the Peru Mining Corporation, the Acting Chairman telegraphed the New Mexico State Employment Service to submit similar information.

## V.

## PUBLICITY

Motion was carried to invite Mr. Wilbur Keith, Informational Representative of the Social Security Board in this region, to attend meetings of the Committee and render assistance to the Committee in connection with publicity.

Motion was carried that all publicity pertaining to work of the Committee should be directed through the Acting Chairman.

## VI.

## NEGRO EMPLOYMENT AND TRAINING

Part of the new plant of the Carbide and Carbon Chemical Company at Texas City is in operation and the remaining portion will be completed in the near future. The Committee requested Messrs. Evans and Mobley to contact the company in regard to hiring additional Negroes and to report results to the Committee.

Mr. Evans reported that the Consolidated Steel Corporation's steel plant at Orange employs a considerable number of Negroes but its shipbuilding plant employs very few. The Committee requested him and Mr. Carnahan to negotiate with the company in an effort to have more Negroes employed in the shipbuilding plant.

According to Mr. Evans, there is need for additional equipment at Southern College, a Negro institution near Baton Rouge. Mr. Miller stated that this is receiving his attention and that he will notify the Committee as to results at a future meeting.

Mr. Carnahan reported that as the result of his discussion with the Texas Council of Administrators, the latter decided to make some changes in the character of defense training at the Negro school at Prairie View and also made tentative plans for further expansion of defense training for Negroes elsewhere.

## VII.

## COMMITTEE ORGANIZATION

The Acting Chairman was authorized to appoint, as need arises, special sub-committees to consider, take necessary action, and report upon particular problems.

The Committee agreed that individual members should submit to the Acting Chairman proposals and suggestions for agenda at least three days in advance of Committee meetings.

In view of the fact that no one has been appointed to represent labor on the Committee, the Acting Chairman was authorized to invite local representatives of the AF of L and the CIO to attend future meetings of the Committee until such time as a regular labor member is appointed.

## VIII.

## MISCELLANEOUS

Motion passed to have each of the three State employment services submit sufficient copies of their monthly labor market reports so that a copy might be sent to each Committee member.

Mr. Erhard's group is continuing to investigate the possibility of transferring apprentice machinists to apprentice tool makers.

Motion was passed to have the Acting Chairman contact the material priorities group and the defense contract group in an effort to obtain information currently from those groups as to establishments which will be affected by priorities and the letting of contracts; upon receipt of such information the Acting Chairman is to notify the State employment service concerned; a report is to be submitted to the Committee at the next meeting.

In connection with this subject, the Acting Chairman asked the members to inform him and, if possible, the local employment office if they hear of establishments where lay-offs will occur.

Written comments regarding the suggested proposal for registration of labor resources were received from Messrs. Erhard, Jennings, and Kellam. Other members of the Committee were requested to submit their comments as soon as possible.

Motion was carried to invite the Office of Education's Field Representative in New Mexico, the State Council of Administrators of New Mexico, and Mr. Eddy, Director of Vocational Education in Texas, to attend the next meeting of the Committee which is to be held in Albuquerque October 2 and 3.

Irving W. Wood

Irving W. Wood, Acting Chairman,
Tenth Regional Labor Supply Committee

Attachment

# SCHEDULE

| | DELTA SHIP | | | HOUSTON SHIP | | % Shown by Bureau | |
|---|---|---|---|---|---|---|---|
| Occupation | Demand | Factor 1.5 | Per Cent of Total | Demand | Per Cent of Total | of Labor Statistics | Factor 2.16 |
| Total Skilled Workers | 4509 | 6764 | 100 | 4363 | 100 | 46.2 | 100 |
| Calkers and Chippers | 60 | 90 | 1.30 | 300 | 6.75 | 2.70 | 5.85 |
| Carpenters (shipwrights) | 144 | 216 | 3.20 | 225 | 5.15 | 1.70 | 3.69 |
| Cranemen | 42 | 63 | .93 | 99 | 2.27 | 1.30 | 2.83 |
| Drillers and Reamers | 4 | 6 | .08 | | | 1.10 | 2.38 |
| Electricians | 24 | 36 | .53 | 40 | .92 | 3.40 | 7.38 |
| Joiners | | | | | | 1.10 | 2.38 |
| Machinists (inside & erection) | 90 | 135 | 2.00 | 415 | 9.50 | 11.00 | 23.80 |
| Painters | 60 | 90 | 1.33 | 150 | 3.44 | 2.50 | 5.42 |
| Pipefitters | 160 | 240 | 3.54 | 425 | 9.77 | 2.40 | 5.20 |
| Sheet Metal Workers | 15 | 22.5 | .33 | 67 | 1.54 | 3.60 | 7.81 |
| Shipfitters (and boilermakers) | 180 | 270 | 3.90 | 200 | 4.58 | 4.00 | 8.70 |
| Welders, Electric | 1920 | 2880 | 42.40 | 1100 | 25.25 | 4.10 | 8.89 |
| Other Classifications: | (1810) | (2715) | (40.20) | (1342) | (30.80) | 7.30 | 15.81 |
| Blacksmith | 24 | 36 | .53 | 61 | 1.40 | | |
| Riveter | 10 | 15 | .22 | 20 | .46 | | |
| Erector | 110 | 165 | 2.45 | | | | |
| Roll Operator | 2 | 3 | .04 | 30 | .69 | | |
| Rigger, Marine | 20 | 30 | .44 | 530 | 11.70 | | |
| Bolter Up | 1440 | 2160 | 32.20 | | | | |
| Holder On (rivet) | 10 | 15 | .22 | | | | |
| Heater (rivet) | 10 | 15 | .22 | | | | |
| Burner Hand | 56 | 84 | 1.24 | | | | |
| Burner, Machine | 108 | 162 | 2.40 | 600 | 13.72 | | |
| Cold Press Hyd. Bender Op'tr | 2 | 3 | .04 | | | | |
| Punch and Shear Operator | 4 | 6 | .08 | | | | |
| Power Shear Operator | 2 | 3 | .04 | | | | |
| Patternmakers | | | | 6 | .14 | | |
| Loftsmen | | | | 45 | 1.03 | | |
| Maintenance Mechanics | | | | 50 | 1.14 | | |
| Coppersmith | 12 | 18 | .26 | | | | |

Delta Ship - 6 ways, 25 ships
Houston Ship - 9 ways, 37 ships
Factor 1.5 used to compare both yards on the same basis.
Factor 2.16 used to change 46.2% of total workers (skilled) to same basis as other percentages.

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

Sixth Meeting Held October 2 and 3, 1941

Hilton Hotel, Albuquerque, New Mexico

MEMBERS PRESENT:

- Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
- Wm. G. Carnahan, Representative of Minorities, OPM
- James C. Evans, Negro Employment and Training Branch, OPM
- Colonel Dwight Horton, United States Army
- E. H. Jennings, United States Civil Service Commission
- Frank L. Miller, Defense Training, U. S. Office of Education

ALTERNATES PRESENT:

- C. Z. Crain, Training and Reemployment, WPA
- James R. D. Eddy, Vocational Education, Texas
- Travis J. Lewis, Apprenticeship Unit of Division of Labor Standards, U. S. Department of Labor
- Tracy T. Word, Training Within Industry Section, OPM

OTHERS PRESENT:

- Hubert Y. Atherton, National Youth Administration, New Mexico
- E. C. DeBaca, A. F. of L., New Mexico
- W. W. Finch, Southwest District, A. F. of L.
- Mrs. Teoka Forbes, Employment Security Commission, New Mexico
- H. Mannie Foster, New Mexico State Employment Service
- L. G. Graham, Bureau of Employment Security
- Ray A. Gross, Apprenticeship Unit, U. S. Department of Labor, Denver, Colo.
- Roy L. Haynes, Bureau of Employment Security
- Lester Hitchens, Department of Vocational Education, New Mexico
- Wilbur J. Keith, Informational Service, Social Security Board
- Walter J. Knodel, Training and Reemployment, WPA, New Mexico
- W. T. Lumpkins, Department of Vocational Education, New Mexico
- J. C. Mitchell, New Mexico State Employment Service
- Miss May Risher, Regional Office, NYA, Denver, Colo.
- Brice H. Sewell, Department of Vocational Education, New Mexico
- C. E. Turner, Defense Training, United States Office of Education
- O. G. Wright, State Federation of Labor, A. F. of L., New Mexico

MEMBERS ABSENT:

W. L. Childs, Management
Fred W. Erhard, Apprenticeship Unit, Division of Labor Standards, U. S. Department of Labor
H. W. Fletcher, Training Within Industry, OPM
R. H. McNew, Training and Reemployment Division, WPA
John Pritchard, Defense Training, NYA
Lieutenant J. O. Schwartz, United States Navy
W. R. Woolrich, Engineering Science and Management Defense Training

ALTERNATES ABSENT:

Paul H. Figg, United States Civil Service Commission
J. C. Kellam, National Youth Administration, Texas
A. C. Martin, Jr., Bureau of Employment Security

# I.

# DEFENSE TRAINING IN NEW MEXICO

## A. Background Information

Since few defense contracts have been let in the State and New Mexico employers are primarily engaged in agricultural, ranching, and mining pursuits, only very limited demands were anticipated to develop for workers in defense occupations. In view of this condition, plans for setting up defense training classes were necessarily predicated upon anticipated demands from other States. It was on the premise that New Mexico would be a source of labor supply that training classes were set up to meet probable future needs in defense occupations.

The meeting of the Committee was scheduled in order that a review might be made of the extent, type, and scope of defense training in New Mexico and the subsequent placement results obtained.

## B. Report of the New Mexico State Employment Service

The following points were stressed in the report on defense training by the New Mexico State Employment Service on data compiled in cooperation with the Department of Vocational Education of New Mexico:

a. There are 504 enrolled in defense training courses, including 132 in machine tool operations, 228 in aviation mechanics, 30 in aircraft sheet metal work, 90 in electric welding, and 24 in detailing and tracing.

b. Beginning July 1, 1941, training has been conducted on a specialized basis and in accordance with policies agreed upon by the State Council of Administrators, and all applicants have been tested and referred to training classes by the New Mexico State Employment Service. Many of the present trainees have been enrolled since August 15.

c. Aptitude and dexterity tests introduced by the Bureau of Employment Security in the New Mexico State Employment Service have proved to be of considerable value.

d. Of 827 trainees enrolled in New Mexico classes prior to July 1, about 500 completed the courses and received certificates. The Employment Service has information that 312 of these trainees are now employed in industry, some of whom are working in mid-Western States and the majority of whom are in California.

e. On the basis of estimates by the WPA and the New Mexico State Employment Service and figures from the NYA and CCC, approximately 6,000 potential trainees are available in the State. Many of these, however, may not be interested in employment in other States or cannot afford to move to another locality for training. The Acting Chairman and his staff are of the opinion that probably not more than 3,000 applicants will be qualified, available, and interested in training and financially able to move to training points.

f. If all training stations were utilized on a 16-hour basis, it was indicated that 1,621 trainees is the maximum number of trainees who can be given training; and of this number about 1,300 probably would complete the courses satisfactorily.

## II.

## STATE COUNCIL OF ADMINISTRATORS SUMMARIZES PROBLEMS

"Further advice and clarification" by the Committee on the following three points were requested by the New Mexico State Council of Administrators in a written request dated October 3, 1941:

1. Clearance of information on present and future training needs of the defense industries by specific occupations. Employment opportunities West of the Mississippi River would be preferable, unless transportation can be provided to the worker.

2. Suggestions on prerequisites for eligibility to qualify individuals for defense training.

3. In terms of future needs of defense industries, we would like your reactions to the possibility of extending training in new occupations. Training in New Mexico at the present time is limited to the fields of machine tool operation, electric welding, aviation mechanics, aviation sheet metal, and aviation welding. Additional present facilities at this time could make possible training in pattern making, foundry work, acetylene welding, and auto mechanics.

Motion was carried that the Acting Chairman be authorized to appoint a sub-committee, after the scheduled conference in Washington October 11, to meet with the New Mexico State Council of Administrators and discuss the problems outlined in the request of October 3 by J. C. Mitchell, Chairman, and Brice H. Sewell and Hubert Y. Atherton. Representatives of the Texas State Council of Administrators, representatives of agencies in Region XI, with jurisdictional territory in New Mexico, are to be invited to attend the meeting of the sub-committee at El Paso, Texas. This is to include Mr. W. K. Hopkins, Training Within Industry representative, whose headquarters are located in Los Angeles.

## III.

## SHIPBUILDING--TEXAS

### A. Background Information

During the meeting of the Committee in Dallas, September 18 and 19, attention was directed to shortages reported by the Texas State Employment Service in certain occupations in the shipbuilding industry in Texas. A sub-committee was appointed to investigate and take necessary action. Mr. Word and Mr. Miller presented a report which is summarized as follows:

a. Pennsylvania Shipyards, Inc., Beaumont, Texas

Electrician, Ship: October 1941--April 1942, 205 needed. Lamar Junior College at Beaumont has trained a number of men for this yard in electrical work and now has one class of 12 men in preemployment class. A sufficient number of applicants interested in electrical training is not available to use resources. The sub-committee induced the Texas State Employment Service to recommend that classes be set up promptly in towns near Beaumont where trainees for ship electrician can be obtained. The Personnel Manager of shipyard believes men needed will have to be given additional training on the job.

Ship Fitter: October 1941 to April 1942, 210 needed (estimate). Need can be met by within-plant training if company will accept, train, and upgrade additional applicants referred by Texas State Employment Service. Company has two classes of 42 men in operation.

Loftsman: October and November 1941, 50 needed. One class of 24 men is being conducted in supplemental training by the National Defense Training school at Beaumont. The sub-committee persuaded the Houston Vocational Education school to train the remainder of the number required if the company will furnish the men they want to train. This proposal is now under consideration by the Personnel Manager of the Company.

Machinist, Marine: October 1941--May 1942, 180 needed. Lamar Junior College has facilities available but a teacher will have to be furnished by the shipyard if a class is set up to train in this classification. At the present time no teacher can be spared at the yards.

b. Gulfport Boiler, Port Arthur, Texas

Recent storms prevented contact with Company officials to obtain necessary information. A report is to be given at the next meeting of the Committee. No men will be needed until December.

c. Houston Shipbuilding Corporation, Houston, Texas

Electrician, Ship: October 1941 through December 1941, 28 needed. There will be a sufficient number of electricians released by the construction contractor to take care of this demand.

Steel Plate Caulker: October 1941--May 1942, 145 needed. Since only about two weeks of careful instruction will be required to train a man in this work, it is believed the Company can meet this need from local hiring and training on the job. The company agreed to institute the necessary within-plant training.

Ship Fitter: October 1941--March 1942, 190 (actually 400) needed. Arrangements were completed to supply needs in this classification through preemployment, supplemental and within-plant training. Present training schedule produces 30 trainees weekly and supplemental classes produce 60 trainees weekly in Houston schools. A change in employment requirements by the Houston Shipbuilding Corporation is expected to aid materially in efforts to meet the need of the company for ship fitters. The age requirements were lowered from 18 to 17 and were extended from 25 to 35 year old groups. Requirement of a certificate of high school graduation was removed and provision made to accept applicants who have from two to three years in high school or equivalent. Changes in these requirements, according to the Employment Service, will make 5,400 first class potential trainee prospects available to the company and to training classes.

Loftsman: October through December 1941, 15 needed. It was indicated that some of the loftsmen in training at Houston will be made available to help conduct training to meet the needs at Beaumont. Mr. Roberts of Houston Shipbuilding Corporation indicated he was well pleased with the work performed by the 86 loftsmen who were trained in a period of six weeks. A class of 30 trainees was begun in Houston last week. These men are in training in the mold loft in the Vocational Education Defense school and are supervised by a teacher furnished by the Vocational Training Department.

Machinist, Marine: October 1941--February 1942, 265 needed. All men with shipyard experience have been employed, and it appears that it will be necessary to train additional workers in this classification on the job, using the more experienced as teachers.

d. Weaver Shipyards, Inc., Orange, Texas

Electrician, Ship: December 1941 and January 1942, 20 needed. Additional time was requested to obtain desired information from this Company.

e. Platzer Boat Works, Houston, Texas

Ship Fitter: October and November 1941, 29 needed.

Loftsman: October and November 1941, 9 needed.

Machinist, Marine: October and November 1941, 4 needed.

A loftsman can be obtained from the Houston Shipbuilding Corporation to train the men needed in this plant. It is likely that they will also have to obtain a leader from the same source and conduct on-the-job training to meet the needs in the other classifications. The company has recently moved to a new location on the ship channel and operations will be started as soon as possible. Assistance of various agencies has been offered and a follow-up report will be made regarding arrangements to assist the Company.

f. Consolidated Steel Corp., Ltd., Orange, Texas

Previous estimates of anticipated needs for this company are considered inaccurate. It is believed that 6,000 will be employed at the peak instead of the forecast of 4,896. It is understood that labor agreement has just been concluded between the A. F. of L. and the Company and Mr. Hogan has been employed as a training coordinator. Assistance was rendered by Mr. Bilodeau of Apprenticeship Training and Mr. Word of Training-Within-Industry in outlining classes needed to train and upgrade workers in the plant. Classes to assist in training ship fitters have been set up in Nacogdoches and Liberty, in addition to Orange and Beaumont. Mr. Hogan has asked the Vocational Education Department also to start classes in other nearby towns to turn out electricians. Adequate steps are being taken to meet anticipated needs. Probably some of the lead men or instructors will be obtained through negotiated transfers between companies operating along the Gulf Coast.

g. Delta Shipbuilding Corporation, New Orleans, Louisiana

Mr. Jack Davis, Personnel Manager of the Company, expressed the opinion that the hiring schedule can and will be met satisfactorily and that their training program is proceeding as originally planned and that no difficulties are anticipated at the present time.

h. Shortage in Shipbuilding Industry in Acetylene Burners: 650 needed.

Training was discontinued in this classification in Houston a few months ago, but on the basis of increased demand, classes for whites were resumed recently. Training classes for Negroes are scheduled to begin at Prairie View College October 15. It is believed the need will be met without difficulty. Sheet metal and electric welding classes for Negroes will also get under way at Prairie View October 15.

## IV.

## MINORITIES AND NEGRO TRAINING AND EMPLOYMENT

Mr. Carnahan reported that no very great problems exist with respect to Latin-Americans and other minority groups in New Mexico and that he was well pleased with the situation. Negroes are being trained about as fast as practicable throughout the region. He suggested that the Employment Service should select applicants from localities as near the job as possible in order to minimize problems in housing workers.

He indicated that the Consolidated Steel Corporation at Orange, Texas, does not plan to employ Negroes above the common labor classification. However, he said he believed the Company would use them when trainees become qualified.

Mr. Carnahan has heard that there is some discriminatory practice by two oil companies in Houston, Texas, with respect to employment of Latin-American applicants. He will investigate this matter and make a report to the Committee in Beaumont.

Mr. Evans reported on subject of Negro employment in the aircraft industry at Grand Prairie and Fort Worth, Texas. He said that the Consolidated Aircraft Corporation at Fort Worth would not have a personnel manager on the ground until November and that discussion of Negro employment in plant operations would have to be postponed until next month. Officials of the North American Aviation Plant have agreed to employ Negroes in moving certain materials and handling supplies at the plant at Grand Prairie. It was indicated by the personnel manager of the Company that arrangements for employment of Negroes in other classifications will have to be taken up with Company representatives in California. Arrangements are being made by Mr. Evans to obtain a report on contacts with the parent organization and this information is to be made available to the Committee as soon as it is obtained. Mr. Evans reported that at the Carbide and Carbon Chemical Company at Texas City about 12 per cent of the employees are Negroes.

## V.

## CLEARANCE

Mr. Turner reported that unlimited training in three classifications, machine tool operators, aircraft sheet metal, and arc welding for ship construction, has been under way in Region XI. Trainees, however, have to leave the area, he said, to secure employment.

Considerable discussion on the subject of clearance developed and instances were mentioned which emphasized certain difficulties noted in placement of trainees in the aircraft industry in particular.

Of 65 applicants tested at Albuquerque for one aircraft company 13 were acceptable, but by the time this information was received from the employer 7 had become unavailable, 19 were definitely rejected, and 33 applications are pending.

Many trainees have gone to California and other States and have secured employment through direct contact with employers. The major difficulty experienced in New Mexico has been due to the fact that specific orders for trainees had not been received through clearance and no definite assurance could be given individuals in training classes that they might anticipate employment upon completion of their respective courses.

Mr. Turner suggested that arrangements should be made to permit State offices in adjacent regions to clear orders directly without clearance authorization from the respective regional offices.

## VI.

## ASSIGNMENTS

Mr. Word will report on results of contact with the Southern Aircraft Company in Dallas to obtain information and labor schedules needed by the Texas State Employment Service.

The Acting Chairman was requested to contact the Bureau of Employment Security in Region XII and undertake to find out if employers in Region XII are discriminating against New Mexico trainees, particularly Latin-Americans, and if so, why; also to obtain definite information as to when trainees will be needed, and whether they will be employed if referred by the New Mexico State Employment Service.

Motion was carried that the Committee go on record that apparently something is wrong in clearance of information relating to demand for trainees, particularly in the aircraft industry, that the Acting Chairman be instructed to contact OPM officials while in Washington October 11, and that he indicate the Committee is desirous of improvements being made in clearance processes.

Attention of the Committee was called to a display advertisement which appeared in an Albuquerque newspaper on the day of the meeting for skilled construction workers wanted by a contractor in Denver, Colorado. The Acting Chairman stated he would call the matter to attention of proper individuals in Region XI.

Motion was carried that the Committee accept the report by the State Council of Administrators of Texas on Negro training. Messrs. Carnahan, Miller, and Evans were appointed as a sub-committee to meet with the State Council, review this matter, and make their report and recommendations at the meeting in Beaumont.

Motion was carried to have Mr. Carnahan look into the housing situation as it affects labor supply in the Orange, Houston, and Beaumont areas, and to send a summary report to the Acting Chairman of the Committee in order that this information can be made available to the Regional Defense Coordinator who is interested in this phase of the problem and now has it under consideration.

Mr. Miller was requested to visit Louisiana and review the present situation there with respect to cooperation between the respective agencies in the State Council of Administrators. This report is to be presented to the Council in writing as soon as possible.

## VII.

## MISCELLANEOUS

In respect to defense training in Louisiana, Mr. Miller reported that the Director of Defense Training in that State does not have control over expenditures for defense training, and therefore cannot control the schools as well as he should.

Motion was carried that the meeting of the Committee next following the session at Beaumont, Texas, October 16-17, will be held at Shreveport, Louisiana, October 30-31.

Irving W. Wood

Irving W. Wood, Acting Chairman
Tenth Regional Labor Supply Committee

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

Seventh Meeting Held October 16 and 17, 1941

Crosby Hotel, Beaumont, Texas

MEMBERS PRESENT:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
William G. Carnahan, Minorities Section, OPM
James C. Evans, Negro Employment and Training Section, OPM
E. H. Jennings, U. S. Civil Service Commission
R. H. McNew, Training and Reemployment Division, WPA
Frank L. Miller, U. S. Office of Education
W. R. Woolrich, Engineering, Science, and Management Defense Training, U.S. Office of Education

ALTERNATES PRESENT:

C. Z. Crain, Training and Reemployment Division, WPA
Paul H. Figg, U.S. Civil Service Commission
J. C. Kellam, National Youth Administration
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
Tracy T. Word, Training Within Industry Section, OPM

OTHERS PRESENT:

H. A. Barlett, International Association of Machinists, Beaumont
W. J. Burkett, Building and Construction Trades Union, Beaumont
Walter Burr, Labor Supply Branch, OPM, Washington
Robert R. Clark, Personnel Manager, Pennsylvania Shipyards, Inc., Beaumont
P. P. Finnigan, Trades and Labor Assembly, Beaumont
L. B. Gough, Local Defense Training Council, Beaumont
Lester G. Graham, Bureau of Employment Security
C. A. Hogan, Training Coordinator, Consolidated Steel Corporation, Orange
W. L. Holst, Metal Trades Union, Beaumont
John D. Howard, District Supervisor, Texas State Employment Service
Wilbur Keith, Informational Service, Social Security Board
Jerry Kelley, WPA, Houston
Joseph Lackey, Personnel Manager, Consolidated Steel Corporation, Orange
Henry LeBlanc, Assistant Director, Texas State Employment Service
Dr. Harman Lowman, Huntsville State Teachers College, Huntsville

J. W. Park, Organizer, A.F. of L., Beaumont
Leroy Peterson, WPA, Washington
Thomas W. Saling, Texas State Employment Service
Paul E. Spruill, Coordinator, Texas State Board for Vocational Education
Mel R. Summers, Texas State Employment Service
B. Frank White, Office of Government Reports

MEMBERS ABSENT:

W. L. Childs, Management Section, OPM
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
H. W. Fletcher, Training Within Industry Section, OPM
Colonel Dwight Horton, United States Army
John Pritchard, Defense Training Section, NYA
Lieutenant J. O. Schwartz, United States Navy

ALTERNATES ABSENT:

A. C. Martin, Jr., Bureau of Employment Security

## I.

## SHIPBUILDING—TEXAS

### A. Background Information

A detailed report on labor demand and supply in connection with the shipbuilding industry in Texas was submitted by the Texas State Employment Service to the Committee at its meeting in New Orleans August 21-22. This was followed by a special report, submitted to the Committee at its meeting in Austin, September 4-5, as to methods of meeting the shortages mentioned in the first report. The Acting Chairman called attention, at the meeting in Dallas September 18-19, to weaknesses in some of the proposed methods for meeting these shortages and sub-committees were appointed to investigate and take action. Necessary action has been taken.

This meeting of the Committee was called primarily to secure more current labor supply information as related to shipbuilding and to determine what additional action, if any, should be taken.

## B. Report of the Texas State Employment Service

Copy of the report submitted by the Texas State Employment Service is attached. As pointed out in the report, it is impossible to supply qualified workers in a few occupations, such as shipfitters, but preemployment training and in-service training is being given to such an extent that it will more than meet the known demand for beginners in those occupations. In regard to the other shortages indicated in the report, training has been instituted to meet such shortages in all but one occupation, bending roll operator, in which a shortage of two will exist.

The report calls attention to the fact that in some of the larger establishments different labor schedules are produced by the personnel department and by the operating department. It also points to the need for job analysis of various occupations.

In a verbal report the Employment Service stated that Consolidated Steel Corporation is hiring beyond its actual needs and that there is a growing tendency on the part of more and more employers to do likewise. Such "hoarding" of labor can be as harmful as the hoarding of material. The "revised" schedule submitted by Consolidated on September 23 is already out of date; a new one will be available within a few days.

It had been previously suggested to the Texas State Employment Service that the shortage of boilermakers, needed only by Pennsylvania Shipyards, Inc., might be met by negotiating transfers from the oil refineries. The Employment Service reported that the refineries do not employ boilermakers in sufficient quantities to make them a source in working out such transfers. It stated that the other shipbuilding firms, instead of asking for boilermakers, have set up demands for workers possessing semi-skilled parts of the skilled boilermaker occupation instead of the latter. Since the device of breaking down this job works in other yards, it should prove to be satisfactory in this one.

## C. Comments by Messrs. Lackey and Hogan of Consolidated Steel Corporation

They praise the work and appreciate the assistance rendered by the Training-Within-Industry group, the Vocational Education Authorities, the National Youth Administration, and the Texas State Employment Service.

Mr. Lackey stated that the destroyers will be completed about a year ahead of schedule and that the step-up in labor demand has been the result of this advancement of delivery date. A new labor demand schedule will be submitted to the Texas State Employment Service within a few days, supplanting the one submitted September 23.

Labor pirating ceased a few months ago as the result of agreement between the shipbuilders located on the Gulf Coast. There is a rather alarming tendency, however, on the part of the workers in the industry to move from one establishment to another. The Gulf Coast Standard Agreement indicated the amount of wages to be paid for regular occupations but there is no agreement in respect to wages paid to trainees. This tends to confusion and a certain amount of unrest.

The company has come to the conclusion that youths eighteen or nineteen years of age do not know how to work as well as those twenty years of age or older.

Production is delayed to a limited extent by lack of material but no production is held up by lack of labor. Faster work could be done if more skilled workers were available but such workers are not available anywhere.

D. Comments by R. R. Clark of Pennsylvania Shipyards, Inc.

The company has been receiving 100% cooperation from the Texas State Employment Service. Revised labor demand schedules are given to that agency about once a month.

The company has not been successful in securing releases by the Army of skilled workers who were drafted. Some of the local draft boards do not defer helpers unless they have been on the pay roll for at least six months.

Production is delayed to a limited extent by lack of material but no production is held up by lack of labor. Faster work could be done, of course, if more skilled workers were available but such workers are not available anywhere.

E. Report by Mr. Word.

As far as can be determined, lack of labor is not holding up production in any of the other shipbuilding establishments in Texas.

The Consolidated Steel Corporation has not been successful in having the Navy construct a building on the company's property which could be used for in-plant training purposes as well as to provide shelter for crews assembled to man the completed destroyers. In view of the fact that training facilities are needed, he requested the Committee to assist the company.

F. Comments by Organized Labor.

Invitations to attend the meeting were sent to a representative of the A.F. of L. and to a representative of the C.I.O. The latter was unable to attend. Five representatives of the A.F. of L. were present.

They suggested that representatives of the State Employment Service, labor, and management meet once or twice a month to discuss labor needs. If information concerning labor demand were available to organized labor, it could operate better in arranging to secure the skilled workers needed.

Another point brought up is that insurance restrictions should be eased in order that skilled workers who have certain physical handicaps or who are above the age limit might be utilized in defense work. Mr. White suggested that the Committee contact the State Industrial Accident Insurance Board in respect to this.

Mr. Evans asked the labor representatives if there is a "top" to occupations for negroes, in the Beaumont-Orange-Port Arthur area, as limited by organized labor. This question was not answered.

Mr. Burr urged them to give the negro situation serious consideration.

## II.

## TRAINING

### A. Report by Mr. Woolrich

At the meeting of the Committee in Dallas, September 18-19, Mr. Woolrich reported that training had been given and certificates awarded to approximately twenty naval architects and twenty marine engineers, but, in spite of this supply, shortage would exist by December of this year.

At this meeting he reported that, to meet the anticipated shortage, classes were started at Orange in October with approximately forty-five enrolled in marine engineering and forty-five in naval architecture.

He reported also that in a number of instances the employers are unable to anticipate their labor needs to a sufficient degree and he has found it necessary to study the situation from the engineering standpoint in order to estimate demands which will be made at a later date. As an illustration, he pointed out that training of fifteen aeronautical engineers has been instituted at Fort Worth though the aircraft manufacturers in that area have not indicated a need for such workers.

The Committee indicated approval of his action.

### B. Comments by Mr. Lackey of Consolidated Steel Corporation.

The Consolidated Steel Corporation is now sending welders to the preemployment training schools to test the trainees. This will eliminate unnecessary expense on the part of the trainees in making the trip to Orange to take the necessary tests.

Mr. Lackey stated that the company is rapidly expanding within-plant training of the special apprentices (trainee learners or helpers). Classes are now being given for sheet metal workers, marine electricians, machine operators, marine machinists, shipfitters, pipe fitters, and coppersmiths. The principal difficulty is in getting instructors for the classes.

C. Comments by Mr. Clark

In view of the fact that Consolidated Steel Corporation is going direct to the training classes to sign up trainees, his company, The Pennsylvania Shipyards, Inc., will be forced to do the same thing. He doubts if there will be sufficient trainees available. Mr. Miller and members of the State Advisory Council informed him of the policy of the Council and of this Committee to conduct training beyond known needs.

The company has found it necessary to make changes in its management personnel and, as a result, in-service training has not been given much attention. Training is limited at present to two classes in layout and two in welding.

D. Mr. Kellam's report

A total of 150 youths from distant points are now receiving shop training in the resident center at Houston. In addition, 200 local youths are also being trained there.

Equipment is expected to be available at Port Arthur within 30 days. Work experience will be given to 150 youths, 50 on each shift.

A shop was completed recently at Lufkin. The local council's plan for training ship fitters there met resistance from a local employer so the course had to be given elsewhere.

Another shop building will soon be available in Liberty.

E. Mr. Lewis' report

No staff member is available as yet for assignment to East Texas to handle apprenticeship training but Mr. Bilodeau has been sent there as frequently as possible. In spite of the limited time spent there, apprenticeship training is developing nicely.

F. Mr. Spruill's report

Sufficient training is being given or about to be given to more than meet known demands for shipbuilding trainees. Facilities in the public schools are being expanded, particularly at Houston and Orange, and facilities will soon be available at several other points, particularly in East Texas, which will be devoted primarily to training for shipbuilding occupations. At the present time, shipbuilding training is being given to 325 in Houston, 289 in Beaumont, 160 in Orange, 50 in Nacogdoches, and 45 in Port Arthur.

Mr. D. E. Scull (U. S. Office of Education) has conducted foremanship and leader courses at Houston Shipbuilding Corporation, is now conducting similar courses at Consolidated Steel Corporation, and will do the same thing at Pennsylvania Shipyards, Inc. The courses have been so successful that some of the men trained at Houston Shipbuilding Corporation are now conducting similar courses.

## G. Mr. Word's report

The following are receiving pre-employment training courses in Dallas, prior to employment by North American Aviation, Inc.: 80 in machine tool operation, 200 in sheet metal riveting and assembling, 25 in electricity, 60 in final assembly work.

## H. Dr. Lowman's proposal

Dr. Lowman stated that the State Teachers College at Huntsville has an appropriation of $150,000 for the construction of classrooms. The College is willing to construct a building and make it available for training purposes if the Government will provide the necessary equipment and instructors. It was pointed out to him that, for an institution such as his, no money has been appropriated for training equipment nor are the funds provided for under the Smith-Hughes and George-Deen Acts applicable for providing instructors.

## I. Placement of New Mexico Trainees

The State Advisory Council of New Mexico requested the Committee, at its previous meeting, to investigate possible discrimination against New Mexico trainees, and to endeavor to secure definite orders for such trainees. Action was postponed at that time in view of the fact that members of the Committees and of the State Advisory Councils in several regions had been summoned to attend a meeting in Washington and it was not known what type of future action might be proposed there.

Nothing of this nature was proposed at Washington, so at this meeting, a sub-committee was appointed to make further investigation and take such action as might be necessary.

## J. Training of Negroes

The sub-committee composed of Messrs. Carnahan, Evans, and Miller approved the plans inaugurated by the Texas Council of Administrators. Defense training of Negroes was scheduled to get under way at Prairie View College October 20.

## III

## AIRCRAFT MANUFACTURING — TEXAS

### A. Southern Aircraft Corporation

This establishment had refused to give labor demand information to the Texas State Employment Service, so at a previous meeting, a sub-committee was appointed to secure the necessary cooperation.

Mr. McNew stated that an appointment has been made for the Employment Service to see Mr. Willis Brown, President of the company, and that the latter will give detailed information.

Mr. Word reported that the company now employs 115 men making bomb sight parts for several aviation companies. A contract has just about been signed with the Defense Plant Corporation which calls for increasing the size of the plant more than 50% and approximately doubling the machine capacity. Contracts secured from prime contractors will necessitate hiring 85 workers in November, 50 in December, and 50 in February. With the increase in floor space and machinery, there will be capacity available to utilize the services of approximately 600 workers.

Mr. Word wants to have one or two analysts from the Occupational Analysis Section, U. S. Employment Service, made available to analyze some of the occupations in this plant.

### B. North American Aviation, Inc.

Mr. Word reported that on October 4, the company had 4,388 men on the job, an increase of 62% since July. Of the entire group, only 89 were imported as superintendents, lead men, and other experienced craftsmen. Approximately 80% of the employees have been up-graded by training within the plant. In addition to numerous others now being trained, ten men with engineering training are now being given supplemental training as airplane loftsmen.

Mr. Molinarro, the Personnel Manager, informed him that he needed tool and die makers, would take ten of them immediately if he could get them, and ten more as they became available. Upon receiving this information, the Texas State Employment Service managed to locate two. Mr. Molinarro then stated he did not actually need them but would be willing to employ them at a rate lower than the prevailing rate in the plant for tool and die makers.

No production is being held up as the result of labor shortage in any occupation. There is some indication that production is hampered by lack of adequate electric power.

It is the attitude of the Committee that greater production could and should be had in this plant.

## IV

## HOUSING

### A. Orange

Mr. Lackey stated that, with the exception of 150 units recently completed by U. S. Defense Housing, there are no vacancies in Orange. The 150 units cannot be occupied until a sewage system is completed, probably in January. The housing of Negroes is particularly bad. A shortage of 1,000 units will soon exist and will affect procurement of labor.

Mr. Carnahan reported that no housing is available except for men without families.

### B. Beaumont

Mr. Clark stated that, as in Orange, a shortage of about 1,000 units will soon exist and will affect procurement of labor.

## V

## MISCELLANEOUS

### A. Suggestions

Messrs. Fletcher and Lewis believe that all employer orders should be placed through one agency, such as the Employment Service, and that all employers should be required to submit labor demand schedules to that agency.

### B. Work of the Committee

Mr. Burr stated that correspondence to the Office of Production Management and minutes of the meetings of the Committee indicate improvement in the work of the Committee.

### C. Material priorities and curtailed production

Mr. Wood reported that about 18 firms in Texas and Louisiana have decreased or are about to decrease employment because of material priorities or curtailed production. With the exception of the Ford Motor Company at Dallas and the Petroleum Iron Works of Texas at Beaumont, all of them are small establishments. The Ford Motor Company planned to lay off 395 in October and make another lay off in December. Indications now are that these lay offs will not take place. The 226 to be laid off by the Petroleum Iron Works will be absorbed by the parent company, Pennsylvania Shipyards, Inc.

D. New contracts

Mr. Wood reported that, in addition to smaller ones, the following contracts have been let since the last meeting of the Committee:

1. Magnesium plant to be built at Austin, Texas, with an annual capacity of 24,000,000 pounds, with chloride plant at Carlsbad, New Mexico, having an over-all cost of $12,317,000. Contractor is the International Agricultural Corporation (Union Potash), New York City.

2. Construction and operation of a plant at Lake Charles, Louisiana, with an annual capacity of 36,000,000 pounds magnesium, costing approximately $16,000,000. Contractor is the Mathieson Alkali Works, Inc., New York City.

3. Construction and equipping of a plant at Dallas, Texas, at a cost of $2,411,000 to be used in the production of Diesel engines. Contractor is the Guiberson Diesel Engine Company, Dallas.

E. Future meeting of the Committee

It was decided that, after the meeting at Shreveport October 30-31, meetings shall be held at Houston November 17-18, New Orleans December 1-2, and Fort Worth December 15-16.

## VI

## ORGANIZATION

Mr. Jennings reported that Lieutenant Schwartz, Committee member representing the Navy, has been transferred to another region.

Mr. Burr stated that a representative of the Contract Distribution Service will be appointed a member of the Committee.

## VII

## PUBLICITY

Mr. Burr stated that, in the various regions, there is need for better public understanding of what the Regional Labor Supply Committees are attempting to do. This will receive the attention of Messrs. Wood and Keith.

## VIII

## ACTION TAKEN

A. Mr. Wood was instructed to notify Mr. James B. Marley, Regional Director of Defense Health and Welfare Services, of the housing situation in Beaumont and Orange.

B. Mr. Wood was instructed to notify Mr. Fred Weyand, Occupational Analysis Section, U. S. Employment Service, that analysis of certain jobs is wanted at the Southern Aircraft Corporation and Consolidated Steel Corporation in the near future.

C. Colonel Horton was instructed to investigate the drafting of shipbuilding learners at Beaumont and the possibility of securing release from the Army of shipbuilding workers who have been drafted into the service.

D. Mr. Miller was instructed to work out plans with the Texas State Council of Administrators, Pennsylvania Shipyards, Inc., and Consolidated Steel Corporation as to which schools will furnish trainees for the two companies, and thus eliminate friction between the latter.

E. Mr. Word was instructed to contact the Navy representative at Consolidated Steel Corporation to investigate the company's request to the Navy for training facilities.

F. Mr. Wood was instructed to write to Mr. Flemming requesting that appointment be made of a Navy representative on the Committee.

G. Mr. Wood was instructed to contact the Texas State Industrial Accident Insurance Board in regard to easing limitations in respect to age and physical handicaps of skilled workers.

H. Messrs. Carnahan and Word were instructed to investigate the possibility of defense training at Huntsville State Teachers College.

I. Mr. Wood was instructed to furnish each member of the Committee the addresses of each local State Employment Service office, the names of the managers, and the names of the district managers.

J. Messrs. Carnahan, Miller, and Wood were appointed as a subcommittee to act upon the subject of defense training in New Mexico and the placement of such trainees. Mr. Word was instructed to write to Mr. W. K. Hopkins, T-W-I, Los Angeles, requesting his cooperation with the sub-committee.

K. Mr. Wood was instructed to communicate with Mr. Flemming as to the possibility of submitting to the State Employment Services in this region copies of the minutes of this Committee's meetings, such copies to be duly "censored" before being submitted to those agencies.

L. Mr. Wood was instructed to invite the following to attend the next meeting of the Committee which is to be held at Shreveport: the commanding officer and the maintenance officer at Barksdale

Field; Pat Beaird, President of the J. B. Beaird Corporation; and a representative each from the Lone Star Defense Corporation, the Red River Ordnance Depot, the ammonia plant at Sterlington, and the Silas Mason Company, Doyline, Louisiana.

Irving W. Wood.

Irving W. Wood, Acting Chairman,
Tenth Regional Labor Supply Committee

# LABOR SURVEY

# TEXAS SHIPBUILDING INDUSTRY

## Fourth Report

Prepared by

Texas State Employment Service
A Division of the
Texas Unemployment Compensation Commission

October 15, 1941

# A REPORT ON THE TEXAS SHIPBUILDING INDUSTRY

In order to keep the Regional Labor Supply Committee currently informed regarding the demand for and supply of workers relative to the shipbuilding industry, the Texas State Employment Service has attempted to compile a report which will reflect the balance between those two factors.

On pages 3, 4 and 5 of this report will be found tabular information received from the shipbuilding companies. It will be noted that recognition has been given to the demand for these occupations not only as expressed by the shipbuilding firms, but by other types of firms in the State also requiring the same kind of workers. This presents a statewide picture of that kind of demand. Also given is a statewide summary of supply, surpluses and shortages. It will be noted that each of the occupations in which shortages are indicated, are those belonging almost entirely to the shipbuilding industry, and in each case they fall within the skilled categories.

As pointed out in the beginning of this report, an attempt has been made to keep the Labor Supply Committee currently informed. However, it will now wish to know that the shipbuilding industry's demand for skilled and semi-skilled workers is quickly becoming invalid. As reported on former occasions, the Employment Service has been attempting to get firms in the shipbuilding industry to break their skilled jobs down to semi-skilled levels and to point where semi-skilled workers and trainees can be used, for the logical reason that it is impossible to furnish, for instance, 77 skilled shipfitters. It is doubtful if that many available and qualified shipfitters could be found in the Nation.

To date there has been some progress in the proposition of the shipbuilding firms setting up practical labor schedules. However, in the light of recent developments, things are now at the point to where tangible steps must be taken toward knowing exactly what kind of workers these firms need, as well as having carefully considered estimates of the monthly demands.

As an example of this, Consolidated Steel Corporation, Ltd., recently reported to the Employment Service that it had 1763 employees on its payroll and this information was furnished to the Labor Supply Committee. Following that, it developed that on or about the time the information was obtained, the company had on its payroll 800 more employees than had been reported to the Employment Service. This obviously would indicate that the firm was far ahead of its hiring schedule. In addition to that, at the time of this writing, Consolidated has a representative of its production department visiting in the Austin Defense School for the purpose of administering the Navy test to welders. From this representative and from other sources we have learned that on or about the 1st of September the company decided upon an "all out" program of hiring labor. As an example, the company plans to employ 2500 arc welders and arc welder trainees during the next 12 months. In fact during the past three weeks it has employed an average of 100 welders and welder trainees per week, and according to the representative in Austin, it now has somewhere between 500 and 600 arc welders and arc welder trainees on its payroll.

We have learned from various sources that the production department is going to prepare a revised labor schedule, which will be in addition to another revised labor schedule the personnel department states it is going to prepare. It is suggested that both departments should consider the immediate necessity of working out a schedule upon which the Employment Service, the Defense Schools, National Youth Administration and other agencies interested and responsible for the supply of labor, can base their operations.

It is again suggested that Consolidated and the other shipbuilding companies start immediately in making an analysis of each type of skilled job, for which they have placed a demand, in order that some rock-bottom information can be obtained at the earliest possible time. This point is stressed because in breaking the skilled jobs down into semi-skilled parts, it is probable the overall demand for semi-skilled workers and trainees will be trebled. It is obvious that the governmental agencies interested in the supply of labor must have this information as soon as possible in order to make the supply of workers available.

The Committee will wish to know that last June the Consolidated Steel Corporation, Ltd., was furnished with several copies of a job description handbook of shipbuilding occupations. It was understood that a former employee of the Texas State Employment Service, who had been trained in job analysis, and now employed by Consolidated, was to have the responsibility of job analysis. It is understood, but not verified that the firm had done very little if any research work along this line.

Since the Consolidated Steel Corporation, Ltd., is increasing its hiring pace by 500%, according to its representative, it is logical to assume that the other shipbuilding companies will feel like they are forced to follow suit.

On the basis of recent developments and the known need for immediate planning, it is recommended that the Management Representative of the Committee and the other Representatives who can furnish the necessary technical assistance, contact firms in the shipbuilding industry in order to arrive at a mutual understanding leading to some definite, valid and practical labor schedules.

## SHIPBUILDING OCCUPATIONS

## STATUS NEXT SIX MONTHS

| OCCUPATION | | DEMAND | | STATE | STATE | STATE |
|---|---|---|---|---|---|---|
| CODE | TITLE | SHIPBUILDING | TOTAL STATE | SUPPLY | SURPLUS | SHORTAGE |
| 0-01.20 | Accountant General | 4 | 5 | 83 | 74 | |
| 0-18.01 | Safety Engineer | 2 | | 12 | 10 | |
| 0-19.01 | Mechanical Engineer | 1 | | 32 | 31 | |
| 0-48.11 | Draftsman, Electrical | 52 | | 318 | 266 | |
| 0-48.16 | Draftsman, Marine | | | | | |
| 0-91.60 | Purchasing Agent | 2 | 3 | 6 | 1 | |
| 1-01.31 | Accounting Clerk | 8 | | 35 | 27 | |
| 1-01.42 | Material Clerk | 19 | | 42 | 23 | |
| 1-05.01 | Clerk General Office | 57 | 110 | 1812 | 1645 | |
| 1-17.01 | File Clerk | 2 | 3 | 20 | 15 | |
| 1-25.64 | Tabulating Machine Operator | 5 | | | | 5 |
| 1-37.12 | Stenographer | 23 | 4 | 478 | 451 | |
| 4-75.010 | Machinist II | 1072 | 473 | 2440 | 895 | |
| 4-75.120 | Machinist, Bench | | | | | |
| 4-75.150 | Machinist, Outside | | | | | |
| 4-78.031 | Milling Machine Opr. | | | | | |
| 4-78.011 | Engine Lathe Opr. | | | | | |
| 6-78.021 | Turret Lathe Opr., Automatic | | | | | |
| 6-78.082 | Radial Drill Press Opr. | | | | | |
| 6-78.083 | Single Spindle Drill Press Opr. | | | | | |
| 7-99 | Special Apprentice | | | | | |
| 7-94.100 | Machinist Apprentice | | | | | |
| 4-80.010 | Sheetmetal Worker II | 268 | 22 | 767 | 477 | |
| 4-83.100 | Boilermakers | 40 | | 48 | 8 | |

# SHIPBUILDING OCCUPATIONS

## STATUS NEXT SIX MONTHS

| OCCUPATION CODE | TITLE | DEMAND SHIPBUILDING | DEMAND TOTAL STATE | STATE SUPPLY | STATE SURPLUS | STATE SHORTAGE |
|---|---|---|---|---|---|---|
| 4-85.020<br>4-85.030<br>7-99.040<br>6-95.045<br>6-85.210<br>6-95.041 | Welder, Arc<br>Welder Acetylene<br>Welder Arc Apprentice<br>Welder Arc Helper<br>Acetylene Burner Opr.<br>Acetylene Burner Opr. Hlpr. | 2074 | 328 | 7379 | 4977 | |
| 4-86.010 | Blacksmith II | 37 | | 220 | 183 | |
| 4-88.742 | Bending Roll Operator | 2 | | | | 2 |
| 4-97.210 | Electrician Ship | 491 | | 610 | 119 | |
| 5-05.530 | Layout Man | 4 | | | | 4 |
| 5-05.570 | Ship Rigger | 120 | | 4 | | 116 |
| 5-17.020 | Pattern Maker | 2 | | 259 | 257 | |
| 5-17.210 | Loftsman | 44 | | 2 | | 42 |
| 5-17.230 | Shipfitter | 79 | | 2 | | 77 |
| 5-25.610<br>5-25.640<br>5-25.650 | Boatbuilder Wood<br>Carpenter Ship<br>Joiner IV | 379 | | 2502 | 2123 | |
| 5-27.110 | Painter, Boat | 171 | | 470 | 299 | |
| 5-30.010<br>5-30.210 | Pipe Fitter<br>Plumber | 615 | 155 | 849 | 79 | |
| 5-73.010<br>5-73.020<br>5-73.040<br>5-73.060 | Electric Bridge Crane Opr.<br>Electric Monorail Crane Opr.<br>Electric Gantry Crane Opr.<br>Locomotive Crane Opr. | 45 | | 82 | 37 | |

## SHIPBUILDING OCCUPATIONS

### STATUS NEXT SIX MONTHS

| OCCUPATION | | DEMAND | | STATE | STATE | STATE |
|---|---|---|---|---|---|---|
| CODE | TITLE | SHIPBUILDING | TOTAL STATE | SUPPLY | SURPLUS | SHORTAGE |
| 5-83.641 | Maintenance Mechanic | 6 | 7 | 166 | 153 | |
| 5-83.95 | Wood Caulker | 40 | | 5 | | 35 |
| 5-88.030 | Crane Rigger | 32 | | 34 | 2 | |
| 7-72.580 | Air Compressor Opr. | 14 | | 20 | 6 | |
| 7-70.040 | Fireman Stationary Boiler | 2 | | 331 | 329 | |
| 6-84.620<br>6-84.910<br>6-84.920 | Riveter Hydraulic )<br>Steel Plate Caulker )<br>Chipper, Metal ) | 101 | | 1010 | 909 | |
| 9-05.51<br>9-65.45 | Laborer Process )<br>Laborer ) | 5652* | | | | |

*This is a demand for workers who do not have any experience. The local and state supply to meet this demand numbers many thousands more than the shipbuilding firms can possibly employ.

~~Weinberg~~
Schaffer

WOMEN'S BUREAU
NOV 14 1941
DEPARTMENT OF LABOR

LABOR SUPPLY COMMITTEE
REGION X

901 Maverick Building,
San Antonio, Texas,
November 7, 1941

TO: All Members and Alternates,
Tenth Regional Labor Supply Committee

FROM: Office of the Acting Chairman

SUBJECT: Report of Eighth Meeting of Tenth Regional Labor Supply Committee

Attached is a mimeographed copy of my report of the eighth meeting of the Tenth Regional Labor Supply Committee, held at the Washington-Youree Hotel in Shreveport, Louisiana, on October 30 and 31, 1941.

If any omissions or discrepancies are discovered in this report, please list them for discussion at the next meeting of the Committee which will be held in Room 409 of the Texas State Hotel, Houston, Texas, on November 17 and 18.

Irving W. Wood.

Irving W. Wood,
Acting Chairman,
Tenth Regional
Labor Supply Committee

Attachment

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

Eighth Meeting Held November 30 and 31, 1941

Washington-Youree Hotel, Shreveport, Louisiana

MEMBERS PRESENT:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
William G. Carnahan, Minorities Section, OPM
James C. Evans, Negro Employment and Training Section, OPM
Colonel Dwight Horton, United States Army
E. H. Jennings, U. S. Civil Service Commission
R. H. McNew, Training and Reemployment Division, WPA
Frank L. Miller, U. S. Office of Education

ALTERNATES PRESENT:

Robert Ansley, National Youth Administration
Paul H. Figg, U. S. Civil Service Commission
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
T. T. Word, Training Within Industry Section, OPM

OTHERS PRESENT:

F. X. Armstrong, Louisiana State Employment Service, Shreveport
H. R. Bishop, Chief, Louisiana State Employment Service
Jerry Bowling, Jr., Area Supervisor, Louisiana State Department of Education
Charles N. Conner, Apprenticeship Unit, U. S. Department of Labor
Lieutenant Colonel Frank L. Cook, U. S. Army Air Corps, Barksdale Sub-Depot
George W. Coppenger, Consolidated Steel Corporation, Orange
Willard Deason, National Youth Administration, Austin
T. J. Doyle, President, Louisiana Typographical Conference
James R. D. Eddy, State Board of Vocational Education, Texas
Lieutenant William P. Gatley, St. Louis Ordnance District, U. S. Army
Roy L. Haynes, Bureau of Employment Security, San Antonio
R. M. Hood, Louisiana State Department of Education
Richard H. Izor, Work Projects Administration, Louisiana
S. R. Jennings, Training and Reemployment Division, WPA
Lieutenant William F. Kaiser, Louisiana Ordnance Depot, U. S. Army
Wilbur Keith, Informational Service, Bureau of Employment Security
Henry LeBlanc, Texas State Employment Service, Austin
Major C. P. Noland, Birmingham Ordnance District, U. S. Army
W. H. O'Kelley, Louisiana State Employment Service
Colonel C. T. Phillips, U. S. Army Air Corps, Barksdale Field
F. C. Pieper, CIO, Louisiana
Sam Scott, Consolidated Steel Corporation, Orange
L. L. Sisk, Region Information Officer, OEM, Dallas
E. R. Speer, Assistant Director, Texas State Employment Service

OTHERS PRESENT: (Cont'd)

A. C. Sprague, Superintendent of Personnel, Lone Star Defense Corporation
Mel R. Summers, Texas State Employment Service, Austin
Thomas J. Tomeny, Sr., District Director, WPA, Louisiana
Frank D. Tournier, U. S. Civil Service Commission
Lieutenant J. E. Van Gieson, Dixie Ordnance Works, Monroe, Louisiana
Fred Weyand, Associate Technical Representative, U. S. Employment Service
E. H. Williams, President, Louisiana State Federation of Labor
Max Yarbrough, National Defense Training, Louisiana State Department of Education

MEMBERS ABSENT:

W. L. Childs, Management Section, OPM
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
H. W. Fletcher, Training Within Industry Section, OPM
John Pritchard, Defense Training Section, NYA
W. R. Woolrich, Engineering, Science, and Management Defense Training, U. S. Office of Education

ALTERNATES ABSENT:

C. Z. Crain, Training and Reemployment Division, WPA
J. C. Kellam, National Youth Administration
A. C. Martin, Jr., Bureau of Employment Security

## I.

## LABOR SUPPLY AND DEMAND IN SHREVEPORT-MINDEN, AND MONROE, LOUISIANA AREAS

### A. Background Information

At the Dallas meeting of the Committee in September the Louisiana State Employment Service in a written report listed the principal defense establishments located in Louisiana, and in compliance with a request by the Acting Chairman prepared special data on certain defense areas for the Shreveport session of the Committee.

### B. Report of the Louisiana Employment Service

The survey first took up the labor situation in Monroe and in the fourteen surrounding parishes in northeastern Louisiana. The Louisiana agency estimates that 6,303 workers will be hired by industry in the area during the next 12 months, and that the hiring will be evenly distributed throughout the period. Construction of the large ammonia plant at Sterlington in the Monroe section has begun and about 200 laborers are employed in clearing the plant site. When actual construction on the plant gets under way, approximately 1,500 workmen, including 500 skilled and 1,000 unskilled workmen will be employed for a period of 15 months. It was indicated that production probably will begin in January 1943, and approximately 150 workers per shift will be required to operate the plant. It is understood that the plant will be operated by the Commercial Solvents Corporation. While a schedule of hiring for the construction work will not be available to the Louisiana State Employment Service until about November 15, it is estimated that the major hiring will take place between November 1941 and April 1942.

Anticipated demands for production workers in the Shreveport area, in addition to normal labor turnover, will consist of 6,300 for the new shell-loading plant, 200 for the machining of 105 m.m. shells and 100 for power sewing machines.

Principal defense production in the Shreveport area will begin around March 1, 1942, upon completion of the $16,000,000 shell-loading plant now under construction near Minden, Louisiana. The available labor supply in the area is considered adequate to meet requirements of defense plants in this section.

Twenty-five and thirty-five percent of the production workers at the shell-loading plant will be women. Negroes will be employed in the semi-skilled and unskilled classifications, the extent depending upon their ability to meet education and aptitude requirements.

Major defense production contracts in the Shreveport area at this time are held by the J. B. Beaird Corporation of Shreveport, engaged in machining 75 m.m. and 105 m.m. shells, and the Lee Manufacturing Company engaged in manufacturing wool pants and jackets for the Army.

Production is scheduled to begin at the Minden plant about March 1, 1942, and the approximate number of workers expected to be required in the respective occupational classifications are as follows: Supervisory, technical and clerical, 380; skilled, 950; semi-skilled, 2,520; unskilled, 2,450; grand total, 6,300.

The J. B. Beaird Corporation will hire approximately 170 engine lathe operators, 12 line inspectors, and 10 welders by January 1, 1942. This company will also hire 3 structural steel lay-out men as soon as they may become available.

The labor supply in the area is generally adequate to meet all demands now anticipated, providing qualifications are not set too high for munitions handlers at the shell-loading plant.

The peak of employment of unskilled construction workers has been reached at Minden. Future demands on this construction are expected to involve 200 skilled workers and about 50 unskilled workers to be employed in the next 30 days and consisting principally of carpenters and helpers. The Silas Mason Company has the contract for building the shell-loading plant. This company has a closed shop agreement with A. F. of L. unions for all types of labor with the exception of clerical and technical workers, electricians, and plumbers, the latter two crafts now being engaged in a labor dispute with the employer. It is understood that the Louisiana Employment Service will assist in referral of production workers, but no definite plan has been made in this connection.

The J. B. Beaird Corporation and the Lee Manufacturing Company secure new workers through the Shreveport office of the Louisiana State Employment Service.

The report by the Louisiana agency indicated that power sewing machine operators needed by the Lee Manufacturing Company are not available, and that "training of such workers has been recommended but the plan was not approved by the Council of Administrators."

## II.

## LABOR SUPPLY AND DEMAND IN TEXARKANA, TEXAS AREA

### A. Background Information

Since activities in connection with construction of the Lone Star Defense Corporation Plant and the Red River Ordnance Depot, near Texarkana, have an important bearing on labor demand and supply in northeast Texas and northwest Louisiana, the Texas State Employment Service prepared a detailed report on these two establishments for presentation at the Shreveport meeting.

### B. Report of the Texas State Employment Service

Centralized employment operations have been established through a single personnel office for the four contracting firms at the Lone Star Plant, including Winston Brothers Construction Company, C. F. Hoglin & Sons, Missouri Valley Bridge & Iron Works, and Sollitt Construction Company. Mr. A. C. Sprague, personnel director, estimates that operation of the plant will begin on or about May 1, 1942, by the Lone Star Defense Corporation, a subsidiary of B. F. Goodrich Company. Construction is 15 percent complete with 4,228 employed. A peak of 7,228 employees is expected in March 1942. The job operates under a closed shop, the unions furnishing workers through the Employment Service, which receives all openings.

About the only major factor which may affect the labor supply on construction at the Lone Star plant is the shortage of housing facilities for construction workers. Need is urgent in this connection and data have been prepared for the Governor's office for presentation through channels to Federal housing officials.

The production unit is still in the planning stage, according to information from Mr. Sprague. Until it is determined whether an automatic conveyor or hand-truck system will be used, definite labor schedules for production at the plant cannot be prepared, he pointed out. As soon as plans have been completed and it is known what operations will be manual and what operations will be performed by machines, Mr. Sprague, in conjunction with the Employment Service, will make the necessary job descriptions and other studies necessary for preparation of a labor schedule. Mr. Sprague is very interested that training of production workers be properly timed so they will become available at the time of the demand. In order to obtain all possible related information concerning the personnel and operation of shell loading plants, the Employment Service will arrange to have a staff representative visit similar plants in other States.

Brown and Root, Inc., has the contract for construction of the Red River Ordnance Depot, also near Texarkana. Representatives of the Texas State Employment Service contacted Mr. Ross Robuck, personnel director for the contractors, and Major Sidney Gruneck in an effort to obtain labor schedules for the job. "Major Gruneck then definitely stated that until such time as the Arkansas-Texas State Employment Service would be willing to determine that a labor dispute no longer continued between organized labor and Brown and Root, Inc., and begin to serve the employers and public in connection with his project, that he would not reveal any information as to the number of workmen on the project," the report reads.

The Employment Service has been advised by all crafts, including the unskilled labor union, that a labor dispute exists.

Since the labor dispute began, the contractors have started gate hiring and have established a bullpen. No shortage of labor is anticipated and it is understood that approximately 6,000 workers are employed and that 3,000 more will be hired at the job.

## III.

## ACTION ANNOUNCED BY SELECTIVE SERVICE

Colonel Horton advised the Committee that the Army has begun to tighten up on Selective Service deferments. He stated that all men in Classes 1-A and 2-A, who have not previously received Army training, will be called into the Army in the immediate future. He suggested that all training agencies, where practical and conditions permit, should devote their time and efforts to trainees who are over the 28-year age group.

It was emphasized by Colonel Horton that the Selective Service Act does not allow blanket exemptions and there will be no mass deferments. He said that in instances where men have been given deferment because they are employed in defense occupations these individuals will be required to report to Army duty as soon as the employer reaches maximum production or as soon as replacements can be trained to perform the jobs. Men cannot be deferred indefinitely, regardless of the fact that they may be now employed in essential defense industries, he said.

Representatives of the defense training agencies in the Employment Service in Texas expressed surprise over the content of Colonel Horton's announcement. It was indicated that no age limits of any type had been set on trainee referrals. Training has been based in Texas on specifications set forth in employer orders.

Mr. LeBlanc pointed out that the best potential trainees have been found in the younger groups. Most of the older men are married and have family responsibilities and cannot afford to spend several weeks in training without some kind of financial income.

It was suggested that Management and the Training Within Industry Section will have to contact employers to acquaint them with selective service requirements in order to encourage the use of older men in employment.

In view of the fact that arrangements are under way to train several hundred people who are in age limits affected by the Selective Service announcement, the Committee decided that prompt action should be taken by representatives of the respective agencies to call the matter to the attention of proper officials in Washington in order that a definite policy can be secured and plans for training for defense employers made accordingly.

It developed that the situation will not prove particularly serious in Louisiana since most of the training in that State has been directed toward the older age groups, at least 80 percent of the trainees being above 28 years of age or are in the deferment group for other reasons.

## IV.

## TRAINING

### 1. Mr. Miller's Report

Mr. Miller presented a written report on the subcommittee meeting held October 27 at Albuquerque, New Mexico, on the subject of defense training in New Mexico and placement of such trainees. His report indicated that after a general discussion of the subject of labor demand in States on the West Coast, it was decided that New Mexico should continue training as presently operated, that is: in Machine Tool Operations, Aviation Mechanics, Aircraft Welding, Aircraft Sheet Metal, Electric Welding, and Detailing and Tracing. No effort will be made at this time to expand the training program, but more emphasis will be placed on selection of trainees, and content of training courses.

A review of action taken with respect to the establishment of training for specific employers in the shipbuilding industry at Beaumont, Orange, and Houston was made by Mr. Miller. Interpretation of statistical reports made by the Texas State Employment Service apparently included, Mr. Miller said, individuals available in certain occupations who had only expressed an interest in taking training in certain occupations. Mr. LeBlanc, Assistant Director of the Texas State Employment Service, said there was some misunderstanding as to the meaning of the data which Mr. Miller had used; and it was decided that Mr. Miller should discuss the entire subject of the proposed training classes and the related information with the Council of State Administrators of Texas. Mr. Wood pointed out that the only official interest the Committee had on the subject was that the training be properly conducted and that the production of trainees be adequate to meet the labor needs of the defense employers in Region X.

Mr. Miller said that he had received information that Employment Service offices had refused to accept applications of individuals who wish to be referred to defense training classes which were located across the line in another State. He said that the educational authorities were required by policy to train these individuals, regardless of their place of residence, but that they could not be trained until they had been registered and referred by the Employment Service. He said that his agency was very anxious to have arrangements made whereby trainees could be referred to classes regardless of State lines. It was suggested by the Committee and agreed to by Mr. Miller that he discuss this matter with the Directors of the Employment Services in Louisiana and Texas and to report to the Committee on results of these contacts.

## 2. Comments and Reports by Others Present

With reference to training at Lufkin, insofar as the NYA is concerned everything is set to go ahead as planned, it was reported by Mr. Deason of the Texas NYA.

Mr. Yarbrough, of the Louisiana NYA, stated that the NYA was having some difficulty in maintaining training quotas at some points in Louisiana. Many of the trainees leave the classes to go into private employment before completing their courses, he said.

Mr. Scott, representing the Consolidated Steel Corporation at Orange, complimented the individuals in charge of training classes in

Louisiana and Texas, commenting that the trainees were the best performers on the job that he had ever seen during his 30 years of experience as a welding engineer. He explained that he had visited a number of the defense training classes and had given suggestions to instructors regarding the methods used by his company and said that he would be glad to work with the Committee at any time and render any assistance needed in the splendid training program already under way.

Mr. Williams, President of the Louisiana State Federation of Labor, said he believed the jobs at Texarkana and Minden will involve no special labor problems from the standpoint of supply. He said that the Silas Mason Company had indicated that many construction workers could be transferred into the production units at the shell-loading plant at Minden after the plant has been built. One of the main problems confronting his organization, he said, is to inform workers of the full meaning of future developments arising out of materials priorities. Mr. Williams suggested that it would be well to have representatives of the Employment Service and other governmental agencies hold regular semi-monthly meetings to discuss common problems. Regional meetings of the A. F. of L. are being held to discuss priorities problems, the next session being scheduled for November 16 in Baton Rouge for all workers for all communities in the State, Mr. Williams announced.

## V.

## SPECIAL REPORTS AND COMMENTS

### 1. Mr. Word's Reports

Mr. Word reported that he had conferred with the Consolidated Steel Corporation and Lieutenant R. O. Burzynski, Navy representative, with further reference to construction of a building upon company property to house crew members for new destroyers, the building to be used for training of company employees in the meantime. He said that the new building will be started soon and probably will be completed in about six weeks. The Navy will not require the company to build a house for crew members of ships, consequently it was decided to use the building for supplementary training and instruction on the job. Mr. McClelland, general superintendent, and Mr. Hogan, training coordinator for the company, indicated that this arrangement will take care of the situation at least temporarily and that they are gratified with the results; and had expressed appreciation for the Committee's action in the matter.

Mr. Word reported that a new labor schedule has been prepared by the Consolidated Steel Corporation, copies of which are to be made available to the Texas State Employment Service and to Mr. Eddy of the Vocational Education Department of Texas. It is understood that the amended schedule provides for approximately 8,500 men at the peak.

An investigation was made by Mr. Word of a complaint by the Consolidated Steel Corporation that the Lummus Company of Port Arthur was pirating their welders. Mr. Word made a written report to the Committee in which he said the Lummus Company denied having obtained any men from the Orange concern. The Lummus Company has completed its welding, has hired no welders since October 25, and will not need additional welders on its job for the Texas Company at Port Arthur, he reported. Mr. Word pointed out that this will apparently eliminate any further trouble on this subject.

Mr. Sisk, Informational Representative of the OEM Office at Dallas, explained the general operating plan of the Defense Contract Distribution Service and suggested that employers who have encountered operating difficulties from priorities write to Mr. J. B. Crockett, Priorities Manager, Dallas, Texas. He said that field offices of the Priorities Section have been established in Region X at Dallas, San Antonio, Houston, El Paso, and New Orleans. He said that every effort is being made to spread out defense contracts to as many plants in the region as are qualified to do specific work. He suggested that employers interested in defense contracts be urged to visit the special train of traveling exhibits which will stop at designated cities in Texas and Louisiana during the first half of December.

A problem brought up by Colonel Phillips, of Barksdale Field, relative to referrals by the Civil Service was handled by a subcommittee, with Mr. Jennings as chairman, during the meeting. Mr. Carnahan and Mr. Evans, the other members of the subcommittee concurred in a report to the Committee that the problem at Barksdale Field had been handled.

In discussing the needs for coppersmiths in the shipbuilding industry in the region, Mr. Conner, Apprenticeship Unit, stated that he believed it would be possible for men experienced in sheet metal work in the construction industry to be trained to perform the work of coppersmiths and thereby relieve any existing shortage in this category.

Colonel Horton reported that in accordance with his assignment he had investigated the charge that draft boards in Beaumont did not defer helpers unless they had been on the payroll for at least six months, and that the Pennsylvania Shipyards had been hampered somewhat through their inability to get releases for certain key clerical workers who were drafted. He said that he felt there had been no material basis for these complaints, and that the matter had been straightened out.

Mr. Wood said that the housing shortage at Orange and Beaumont had been called to the attention of proper officials.

He also reported that arrangements had been made to provide job studies for the Southern Aircraft Corporation at Dallas and the Consolidated Steel Corporation at Orange, with Mr. Word, TWI, and Mr. Weyand, Occupational Analysis Section, U. S. Employment Service, to cooperate in completing the assignment when the companies are ready for the studies to be made.

Mr. Wood said that OPM stationery will be made available to the Committee very soon, according to information received from Washington.

With reference to the proposal of President Harmon Lowman that defense class instructors be trained at the Sam Houston State Teachers College, it was decided by the Committee that the State Vocational Education Department of Texas is the proper body having jurisdiction over this matter and that it would not be further considered by the Committee.

Mr. Eddy, State Board of Vocational Education of Texas, said that the Consolidated Steel Corporation was giving complete cooperation to the training officials in order to meet the accelerated hiring program and that in order to train the number of instructors the personnel department of the Company had agreed to furnish top-flight men to supervise training for marine pipe fitting and marine electrical work. These supervisors will be loaned on a full-time basis and while on leave from the company will be paid by the State. He said that the Pennsylvania Shipyards at Beaumont had agreed to do the same.

Mr. Pieper, Regional Director, C. I. O., Louisiana, said that he felt it was very essential that members of all labor organizations should be thoroughly familiarized with the activities of the Committee and its objectives. He suggested that small pamphlets, which gave essential facts about the work of the Committee, be prepared for distribution to members of labor unions. He said that he was very much concerned with labor displacements in small establishments in Louisiana which are resulting from defense materials priorities. He indicated that the Alden Hosiery Mills, the Chickasaw Cooperage Company, and the Brookline Cooperage Company were examples of firms affected. Mr. Pieper indicated politics had entered into the defense training program in Louisiana, particularly in New Orleans. He suggested that a survey of the membership of labor unions be made in order that all defense skills may be fully utilized. He reported that a recent survey in New Orleans indicated that at least 200 members of his organization had been found to possess skills which could be utilized in the defense program; and of this group 75 percent needed refresher training, and 25 percent needed none. According to Mr. Pieper the Negro membership of his organization in Louisiana has increased from 216 in July 1939 to some 1,500 at the present time. Organized labor is anxious to cooperate with the Committee in every way possible, he said, and closed his remarks by emphasizing the importance of getting information "taken to the people we are trying to help and let them know how and what we are trying to do."

Mr. Noland, of the Birmingham Ordnance District, said he would make a survey of reports sent to his office relative to firms and plants in Region X which may be affected by material priorities and furnish the Committee with any information which he considered pertinent in this connection.

## VI.

## OTHER ACTION TAKEN AND ASSIGNMENTS MADE BY COMMITTEE

Colonel Horton will contact proper officials at the Red River ✓ Ordnance Depot at Texarkana to arrange for release of labor supply and demand information desired by the Employment Service for its use and submission to the Labor Supply Committee and the OPM.

Louisiana State Employment Service will contact firms faced with labor lay-offs due to defense priorities and will make prompt reports of its findings through proper channels.

Labor schedules for the ammonia plant at Sterlington will be presented to the Committee as soon as they are made available to the Louisiana State Employment Service.

A report, made the joint responsibility of the Texas State Employment Service, the Apprenticeship Section, and the Training Within Industry Section, will be presented at the Houston meeting on certain skilled men reported to the Bureau of Labor Statistics as needed by North American Aviation Company at Grand Prairie, Texas.

The agencies represented on the Committee were instructed by the Acting Chairman to advise their respective organization in Washington of plans of the Army, announced by Colonel Horton, to minimize deferments and to call into Selective Service training all men under 28 in Class 1-A and 2-A groups.

Mr. Miller will discuss with the Texas State Employment Service and members of the Council of State Administrators of Texas plans to conduct training classes for specific employers and certain related statistical data in connection therewith. A report on the results of his conference will be given the Committee.

Mr. Miller also agreed to discuss with the Directors of the State Employment Services in Louisiana and Texas the matter of disregarding State lines in the registration and referral of trainees to defense classes.

An investigation of the report that politics had entered into defense training in New Orleans and was affecting the program will be made by Mr. Miller. He informed the Committee he would look into the matter.

Irving W. Wood.
Irving W. Wood, Acting Chairman
Tenth Regional Labor Supply Committee

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

Ninth Meeting Held November 17, 1941

Texas State Hotel, Houston, Texas

MEMBERS PRESENT:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
William G. Carnahan, Minorities Section, OPM
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
Colonel Dwight Horton, United States Army, Selective Service
E. H. Jennings, U. S. Civil Service Commission
R. H. McNew, Training and Reemployment Division, WPA
John Pritchard, Defense Training Section, NYA

ALTERNATES PRESENT:

C. Z. Crain, Training and Reemployment Division, WPA
James R. D. Eddy, State Director Vocational Training, Texas
J. C. Kellam, Defense Training Section, NYA
T. T. Word, Training Within Industry Section, OPM

MEMBERS AND ALTERNATES PRESENT DURING EXECUTIVE SESSION:

William G. Carnahan, Minorities Section, OPM
James R. D. Eddy, State Director Vocational Training, Texas
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
Colonel Dwight Horton, United States Army, Selective Service
E. H. Jennings, U. S. Civil Service Commission
J. C. Kellam, Defense Training Section, NYA
John Pritchard, Defense Training Section, NYA
Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
T. T. Word, Training Within Industry Section, OPM

OTHERS PRESENT AT REGULAR SESSION:

M. L. Begeman, Professor Mechanical Engineering, University of Texas
C. E. Belk, District Supervisor, Texas State Employment Service
Walter Burr, Assistant to Chief, Labor Supply Division, OPM
John H. Duhig, President, Latin American Club
Donald L. Greenleaf, Houston Shipbuilding Corporation
E. L. Hausler, Personnel Director, Brown and Root, Inc.
Roy L. Haynes, Bureau of Employment Security, San Antonio
J. J. Herrera, Secretary, Latin American Club
W. R. Hill, Personnel Manager, Brown Shipbuilding Company, Houston
John D. Howard, District Supervisor, Texas State Employment Service
Charles E. Joseph, St. Louis Ordnance District, Houston
J. B. Keely, District Director, Training and Reemployment Division, WPA

OTHERS PRESENT (Continued)

P. F. Kennedy, Executive Secretary, Texas State Industrial CIO Council
Henry LeBlanc, Texas State Employment Service, Austin
W. Wallace McDougall, Special Representative, U. S. Civil Service Commission
D. W. Page, Personnel Director, Reed Roller Bit Company
Lew M. Roberts, Houston Shipbuilding Corporation
Thomas W. Saling, Secretary, Council of State Administrators
Sam Sanchez, Shell Refinery Worker, Houston
E. R. Speer, Assistant State Director, Texas State Employment Service
George D. Spencer, McEvoy Company, Personnel Department
W. K. Styron, Division of Contract Distribution, Houston
Mel R. Summers, Senior Operations Analyst, Texas State Employment Service
Craig S. Vincent, Area Representative, U. S. Employment Service

MEMBERS ABSENT:

W. L. Childs, Management Section, OPM
James C. Evans, Negro Employment and Training Section, OPM
H. W. Fletcher, Training Within Industry Section, OPM
P. E. Locke, Division of Contract Distribution
Frank L. Miller, U. S. Office of Education
B. J. Walker, Department of Agriculture
W. R. Woolrich, Engineering, Science, and Management Defense Training, U. S. Office of Education

ALTERNATES ABSENT:

Robert Ansley, National Youth Administration
Paul H. Figg, U. S. Civil Service Commission
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
A. C. Martin, Jr., Bureau of Employment Security

## 1. Morning Session

### A. Comments by Mr. Burr

After the Committee had voted approval of the minutes of the previous meeting held in Shreveport, the Chairman called upon Mr. Walter Burr, Labor Supply Branch, OPM, Washington, to comment on any subject he wished to bring before the group.

Mr. Burr discussed the form of the Committee's minutes of previous meetings and suggested that in the future the minutes clearly indicate the names of Committee members and alternates participating in Committee actions, as distinguished from non-members in attendance at the meetings, to avoid the possible impression that non-committee members participate in such actions.

Mr. Burr emphasized the point that the Committee should feel full responsibility for the patterns that develop nationally and that they should think of things in terms of their application to the entire nation and not altogether as local problems or situations. He said that we have one set of objectives that is clear: to get bombers in the air, ships in the water, tanks rolling, and munitions of war produced.

"We are not building any agencies as a result of the defense program. We had agencies already set up that were functioning and their efforts were more or less related in the field of labor supply. In order to get action the OPM wanted to bring all these agencies closely together to accomplish our objectives through cooperation," Mr. Burr declared.

He emphasized also that it is highly important that the Labor Supply Committees continue as action groups and avoid the danger of becoming discussion groups. He suggested that the Committee consider the advisability of setting up area subcommittees on a local and State basis, or both, within the framework of the Regional Labor Supply Committee. These functional or area committees might meet once a week to get reports on action for a large committee meeting once a month. Some functions, he remarked, need continual attention and certain areas have conditions peculiar to the respective localities. He pointed out that the Committees' membership must be kept open to all agencies which are concerned; however, the group should not be permitted to grow too large.

The subject brought up by Mr. Burr with reference to local and/or area subcommittees and the question as to whether or not meetings of the Committee should be held bimonthly or monthly were discussed at length during the day, and final action was taken at the executive session Monday night.

During the discussion of this matter, Mr. Burr stated that his office would oppose any move from biweekly meetings of the full Committee unless and until the Committee established area, and/or local subcommittees in the principal State centers within the region.

The consensus of opinion on the part of the Committee members regarding the formal establishment of local and/or area subcommittees was that such organizations should be deferred until needed and that they were not needed now, because of the following circumstances:

1. Local representatives of the constituent agencies, both State and Federal, together with their local representative committees, such as the local Advisory Committees of the Employment Service, the Local Councils of Administrators, and the TWI local advisory panels, have been and continue to operate effectively on the local level in securing coordinated action on labor supply and demand problems, thus performing the functions of a Labor Supply subcommittee without the formality and perhaps the hindrance of being formally constituted subcommittees.

2. In the past and at present neither the number nor the character of problems arising in areas and localities throughout the region have been such that the Labor Supply Committee, acting as such or

through a special Committee, has not been able, or is not now able, to handle effectively and expeditiously.

3. The major problems confronting the Committee at its inception were relatively few, and, through the actions taken by it, those problems have been solved or are in the process of being successfully solved on a current basis. Actually only one major problem confronted this Committee initially, namely to insure that an adequate supply of preemployment trainees would be provided to defense industries in this region. What the Committee found in Texas and New Mexico was a great surplus of trainees, so far as known employer needs were concerned, and that training was continuing on a basis greatly in excess of known employer needs. This is still the situation. The Committee also learned, at its inception, that a vast untapped labor supply exists sufficient to man ten times the defense industries now in being or now in prospect in this region. Committee action has resulted in securing more accurate and adequate labor schedules from defense contractors; closer adaptation of training courses to the specific needs of such individual firms; the introduction of plans for job dilution, on the job training, up-grading and supplementary training in nearly if not all such major firms; and the establishment of preemployment training courses where needed in Louisiana to supplement the on-the-job training programs of a few defense contractors in that State. To date there are only five major defense firms in the region requiring assistance in meeting their labor needs, namely, one ship building firm in each of the following cities: New Orleans, Orange, Beaumont, and Houston, and one aircraft company at Dallas. Most other large defense projects in the region have been or are construction jobs such as military cantonments, air fields, and chemical plants for the building of which there has been and is a plethora of common and skilled construction labor. In other words, all major problems involving labor supply have been solved or are being solved currently by programs initiated and functioning.

4. When the number and character of problems in a locality or area are such that they can not be expeditiously and effectively acted upon by local representatives of constituent agencies or by the Labor Supply Committee itself, local and/or area subcommittees should be immediately established, but in the interests of simple, direct, responsible, and effective functioning a more complex organizational structure should not be built up until actually needed. There is no such need evident at this time.

With reference to the vast backlog of trainees and unskilled labor in this region and the need for the allocation of more defense industries to this region, Mr. Burr said, "One way to get defense contracts is to show that a State has an excess labor supply, then raise hell about it and ask why they are not used. It is going to be difficult to keep supply and demand balanced, but there is no doubt about the large demands that will develop."

## B. Report on Unfair Labor Practices in Houston

Representatives of the Latin-American Club in Houston, including Mr. John H. Duhig, President, Mr. J. J. Herrera, Secretary, and Mr. Sam Sanchez, were presented by Mr. W. G. Carnahan. Mr. Herrera read a telegram which he said was sent to President Roosevelt on July 25, in which attention was called to the fact that discriminatory practices were engaged in by the Shell Refining Company at Houston against Mexican labor.

Because of its importance to the success of the "good neighbor" policy between the United States and Mexico, the relationship between employers and Mexican residents of this country, both citizens and aliens should be given careful consideration, it was pointed out by Mr. Herrera and Mr. Duhig. "We are patriotically trying to help remedy a situation and have brought this matter to your attention for that reason. All we seek is that we be treated fairly on individual basis of ability and merit," Mr. Herrera said.

It was indicated that the Shell Company had an announced policy that a Latin-American cannot be advanced beyond the position of janitor.

Mr. Erhard asked Mr. Herrera if the CIO had an agreement with the Shell Oil Company and the reply was to the affirmative. Mr. Erhard then asked if promotion and seniority practices of the company were based on the agreement with the union or were based on company policy. Mr. Herrera said he had not studied the terms of the union agreement and could not answer the question but added that a meeting had been scheduled with union officials soon to discuss the matter. Mr. Herrera indicated, however, that the union had told him that the job was too big for it to remedy.

Mr. Duhig said that the matter of discrimination is a highly important matter to all Latin-Americans.

Mr. Wood indicated that if the Shell Company was in fact determined to be a defense contractor the Committee would investigate the complaint and take appropriate action. He pointed out it is often very difficult to change attitudes and social customs that have developed over a period as long as history itself. He stated that the Committee is, in the main, a fact-finding body and that it can only exercise persuasive influence in attempting to solve certain problems.

Mr. Wood stated that, should the Shell Company be determined to be a defense contractor, he would appoint the Management and Minorities representatives a committee to investigate this complaint and report to the Committee. He reminded the Committee that it is the determined policy of the Administration that there be no discrimination because of race, creed, color, or nationality in defense employment. He asked the representatives of the Latin-American Club to keep the Committee advised, through Mr. Carnahan, of local developments and indicated that the Committee will then review the facts.

Mr. E. L. Hausler, Personnel Director, Brown and Root, Inc., of Houston, said that his company has two Mexican foremen employed at Houston and that his company had not discriminated against Latin-Americans in any way.

Mr. B. W. Page, Reed Roller Bit Company, said that his company had no written policy of discrimination against Mexicans and stated that they had "a Mexican working as lead man in charge of their saw room who had been with the firm for 20 years." He said that in his opinion management in general did not practice discrimination as much as the workmen themselves. The workers apparently do not want to encourage employment of Mexicans and thus encourage further migration from Mexico when there is already an over supply of labor available locally.

Mr. W. R. Hill, of the Brown Shipbuilding Company, said that he had just recently been employed and that while he was not fairly familiar with details of company policy on this subject he was not aware of discrimination being practiced against any American Citizen by his company.

## 2. Afternoon Session

### A. Comments by Houston Employers

Reports by executive and personnel officers of the major defense employers in the Houston areas present at the meeting without exception expressed confidence in the Texas State Employment Service and its ability to supply needed labor. They indicated that services rendered by the Texas agency has been very satisfactory.

Mr. Hausler of Brown and Root said that his company was engaged in construction of shipways, shops, and railroad facilities and that his company also owned the Brown Shipbuilding Company, having bought the interests of the Platzer Boat Works. He said his company had no problems to present to the Committee.

Mr. Page, Reed Roller Bit Company, said that his company had started an extensive apprenticeship training program. He reported that some 800 men have been added to the payroll in the last five or six months, indicating extensive expansion at his plant. He indicated that some difficulty had been encountered in locating qualified tool makers but that through the process of up-grading in all operations their needs for skilled men were being met adequately so far. His organization has used the employment service and the vocational training schools and have been getting good results, he said. About 20 percent of the work of the Reed Roller Bit Company is devoted to defense production.

Mr. George D. Spencer, McEvoy Company, said that so far all their requisitions for workers and trainees both have been met "fine and dandy".

Mr. Hill, Brown Shipbuilding Company, said that his company realized there was a shortage of skilled men and that it was therefore necessary to develop foremen and leader men. He said that an organization of foremenship training was being started this week. He reported that his firm has in its employment at the present time about 400 workers and that the employment peak of 1200 to 1500 would not be reached until 1942.

Mr. C. E. Belk, Supervisor of the Houston district of the Texas State Employment Service, indicated it was his belief everything was going along satisfactorily in the Houston area and that on the whole labor schedules were being met without difficulty.

Mr. D. L. Greenleaf, Houston Shipbuilding Corporation, reported that as of October 31, his organization had on its payroll 1,824 employed in the crafts, including office personnel, inspectors, etc. According to the August schedule issued by the company, if employment had coincided with the figures stated at that time, some 450 more workers would be employed than are now on the payroll. Some difficulty has been experienced and some delay has been caused through late deliveries of materials and power cranes. Mr. Greenleaf expressed the belief that the labor schedule he had furnished the Texas State Employment Service was approximately correct, with the possible exception of the number of burner operators needed. TWI is being utilized for on-the-job training development of workers.

Mr. W. L. Roberts of the Houston Shipbuilding Corporation gave the Committee the following information regarding the training of that Company:

Supplementary training classes for men now employed in the yard are being conducted by the State Department of Vocational Education including seven classes in shipfitting with a total enrollment of 208, marine pipefitting with 35 enrolled, and outside machinist with 32 enrolled.

Supplementary classes for employed men are being conducted by the Taylor School in shipbuilding crafts as follows: ship welding, two classes with 72 enrolled, Oxyacetylene burning with 24 enrolled, and inside machinist, two classes with 60 enrolled.

Pre-employment training in shipbuilding crafts now includes one class in shipfitting (Taylor School) with an enrollment of 40, two classes in shipfitting (N.Y.A.) with 60 enrolled, two classes in ship welding (Taylor School) with 72 enrolled, two classes in ship welding (N.Y.A.) with 60 enrolled, and two classes in Oxyacetylene burning (Taylor School) with 40 enrolled.

Supplementary classes are now being organized in Marine Electrician with 30 enrolled, Marine Sheet Metal with 30 enrolled, Oxyacetylene Burning, 24 enrolled, Ship Welding with an enrollment of 72, and Shipfitting, day class for men working on night shift, with 30 enrolled.

Also being organized now are pre-employment classes as follows: Ship Welding, two classes, with an enrollment of 72, Marine Pipefitting, with 30 enrolled, and Marine Electrician with 30 enrolled.

A special apprenticeship class for Oxyacetylene burners is proposed for operation in the yard. Such class will accommodate 28 trainees, apprentices to be drawn from vocational schools after approximately 100 hours of pre-employment training.

Mr. Greenleaf praised the TWI courses and said that it was one of the most effective for development of leader men and foremen he had ever seen. He indicated that the employment peak of about 8,500 probably would be reached around July 1942.

One item that has caused considerable delay in the yards has been the delay in the arrival of the transformers. Inability to get them on time has delayed operations considerably, he stated.

Mr. Greenleaf discussed the success his company had had with the group of 72 young men selected last July for training as ship fitters. In this group were engineering students with a minimum of two years in college, from Rice Institute, the University of Houston, A. & M. College, and the University of Texas. Included were twelve graduates. These trainees were placed in training at the shipyards and under close supervision were developed into ship fitters in a period of about six weeks. He said that on his present staff only one was a full fledged ship fitter last July and all the lofting force with one exception were in college a year ago. His general superintendent said that this group of college boys, had had no previous experience in shipbuilding, had been turning out the prettiest sets of templates he had seen in his forty years of shipbuilding.

Mr. Greenleaf pointed out whereas two months ago the company anticipated serious bottlenecks in some of the skilled occupations experience and success with the shipfitting class had proved conclusively that they could handle the situation in a similar manner without difficulty and meet future needs.

B. Comments by Others

Mr. Eddy, Vocational Education Director, Texas State Department of Education, reported that considerable delay in securing vitally need training equipment and material for defense training was being occasioned by new procurement regulations requiring the use of new forms for requisitions. He reported that 1400 orders for equipment and materials have been returned to him from Washington for transcription to new forms of which 10 signed copies will be required for each order, or 14,000 signed copies in all.

Mr. Burr pointed out that the delay had not been due to any fault of the Office of Education.

Mr. Carnahan asked if there was any reason to expect potential placement of 20 Negroes now in training classes who will soon be available for employment in shipbuilding. Mr. Greenleaf answered that as things are now running in Houston it was his opinion that it would be pretty difficult to employ Negroes in the higher skills. He said that of 240 laborers in the yards at present Negro helpers likely could be employed if the need becomes more general.

Mr. P. F. Kennedy, representing the CIO was invited to address the Committee and he remarked that he preferred to "listen in" and that he had no special problems to report.

Mr. W. K. Styron, Division of Contract Distribution, Houston, said that so far little real unemployment had developed because of defense priorities. He said that his office served 43 counties in the Federal Reserve Bank area at Houston. He said that a number of shops were gradually moving into defense production.

Mr. Jennings announced that a week ago last Saturday the Civil Service received a request to recruit 5,000 men between the ages of 17 and 25 over the United States to be assembled and trained as mechanics' learners, and assigned later to various air schools.

## 3. Night Session

### A. Report by Texas State Employment Service

The report indicated that practically all companies engaged in defense activities are engaged in up-grading to meet 30 to 40 percent of their needs for skilled workers, which it was pointed out, is a great improvement since the first meeting of the Committee in Houston. More firms are now asking for semi-skilled workers instead of skilled men which indicates that upgrading is being applied to a greater extent.

Due to the inability of the Employment Service to obtain from the Consolidated Steel Company a dependable labor schedule upon which to base training recommendations to the Council of State Administrators, the latter body has ordered that all contemplated training for that company not be started until it is able to furnish a labor schedule which the employment service and the Council of Administrators believes to be sound. In an attempt to assist the company in working out such a schedule, job analysis technicians of the Texas State Employment Service and of the U. S. Employment Service are being assigned to the task of analyzing various skilled jobs in the company's plant. This will not only serve the purpose of working out a sound labor schedule but also will provide the Training-Within-Industry Section of the Office of Production Management with additional material with which to assist the company in furthering its in-service training and upgrading program.

The agency also presented a summary report of worker and hour reduction in Texas due to material shortages and priorities.

An over-all picture of the situation indicated that 1,060 employees have been or will be laid off due to material shortages on priorities restrictions, however, the employment opportunities for these workers are such that the employment service is not having difficulty in placing them in production jobs.

### B. Furnished by Others

The desirability of reports relative to the enrollment and production in engineering courses and classes for technicians, under the supervision of Dean W. R. Woolrich, was discussed by the Committee and it was agreed that if it is determined by the agencies that such information is necessary, that contacts be made by the representatives of the Texas State Employment Service at the local points where these classes are conducted.

Mr. Eddy reported that welding classes possibly would have to be closed within the week if the shortage of welding rods was not alleviated immediately. Efforts to obtain the amount of rods necessary had so far been unsuccessful although shipments are expected very soon, he said.

In connection with the discussion during the morning session regarding the delay in the start for the classes in burner operation Mr. Eddy indicated that equipment had been set up and everything had been in readiness since November 7. A carload of needed metal for use in the burning classes had just arrived in Houston and would be made available Tuesday morning so that training could begin in these classes immediately.

## EXECUTIVE SESSION

### I. REPORTS

Colonel Horton reported that he had written to officials of Brown and Root, Inc., at Texarkana, with reference to information desired by the Texas State Employment Service and other governmental agencies on labor demand and present employment at the ordnance plant. Colonel Horton said that he would go to Texarkana if a reply had not been received by the time he returned to his headquarters.

Mr. Eddy presented a written report from Mr. Frank L. Miller in reference to a recent assignment to study with the Councils of State Administrators on the possibility or feasibility of allocating to specific training centers the responsibility for furnishing trainees to particular shipbuilding companies. Mr. Miller's report indicated that only one company of three contacted wanted such an assignment made, while the other two definitely did not. In his report Mr. Miller recommended that the assignment be closed and thanks extended to the State Councils of State Administrators for Texas and Louisiana for their time and efforts spent in the study. Mr. Eddy indicated that in connection with this matter the Council of State Administrators in Texas had also been confronted with a decision on age-group limitations in the training classes. He indicated that a report of final action taken by the Council would be made to the Committee.

Colonel Horton made further explanation of possible future action by Selective Service with reference to deferments. He pointed out that the law does not grant exemption, but only deferment to men who may be engaged in industries and occupations essential to the health, safety, and general interest of the Nation. He stated that all efforts had been made to keep industry going, and that these efforts will continue until industry reaches its peak, at which time those deferred will be called into training. He remarked that those responsible for training might well concentrate more on training older groups, but should not necessarily cease to train young men subject to the draft. If individuals are employed in work essential to the national defense, welfare, etc., they can be classified as 2-B's if they otherwise made qualifications, but positively there will be no group deferments, he said. The intent of the law was never to put a man off indefinitely as far as Army training is concerned, he pointed out.

Mr. Wood mentioned a written report received from Mr. E. H. Jennings in reference to the possibility of employing women in defense industries, based on reports of the possible utilization of women at the U. S. Naval Air Station at Corpus Christi and the Air Depot, Duncan Field, at San Antonio.

With reference to the supply of trainees in New Mexico, it was reported to the Committee that arrangements had been made to have representatives of the Remington Arms Company in Denver, Colorado, to interview about 100 of these trainees within the next few days. The New Mexico agency cooperated in making these arrangements.

The Chairman read a letter from the Louisiana State Employment Service which concerned previous reports that the DeSoto Foundry at Mansfield, Louisiana, has received allotments of sufficient materials to continue operations for at least another six months without any lay-offs.

Mr. Wood read copies of correspondence from the Governor of Texas with reference to the housing situation in the Orange-Beaumont area. It was indicated that 900 units scheduled for Beaumont have been given Presidential approval, but that construction cannot proceed until additional funds are made available. Housing officials are giving this area particular attention, according to the information presented by the Acting Chairman.

In his report to the Committee, Mr. Wood called attention to the Administrative Office Memorandum No. 45, dated October 24, 1941, from the OPM, and an attached list of field administrative service officers.

With reference to contacts with the Southern Aircraft Company at Dallas, it was announced by Mr. T. T. Word that he and Mr. Henry LeBlanc of the Texas agency, had made arrangments to meet Mr. Brown, President of the Company, next week and that a report in this connection will be made at the New Orleans meeting.

Mr. Wood read memoranda received from the Bureau of Employment Security outlining the policy which gives the Informational Representative responsibility for publicizing the activities of Labor Supply Committees.

The Chairman also read a resolution from the Texas State Federation of Labor which commended fine cooperation on the part of the Texas State Employment Service.

## II. ACTION TAKEN

Motion was passed that the next scheduled meetings of the Committee be limited to one-day sessions and that the Chairman and Members will plan their work accordingly.

The Committee voted to postpone until the next meeting a decision as to whether or not local or area and functional subcommittees should be set up in the region.

Motion was carried that the Chairman of the Committee be authorized to write the North American Aircraft Corporation at Grand Prairie, Texas, and call attention to the fact that the Labor Supply Committee and affiliated agencies had gone to considerable effort and expense to locate toolmakers reportedly needed by the Company, and that the Company had failed to employ qualified men in this application after they were made available; that such procedure represents poor business practice and has an ill effect on labor, as well as causing loss of confidence by the public in the Government agencies that had attempted to assist the Company in this recruitment.

## III. ASSIGNMENTS

Mr. Eddy with Mr. Miller and Mr. J. H. Bond, Director of the Texas State Employment Service will determine if there is some overlapping of training programs, with particular reference to engineering defense training, and if difficulties are found to exist the matter will be brought before the Committee so that it may be presented to the OPM, if necessary. Agencies concerned will refer the matter of lack of coordination between the engineering training and the training program as a whole through proper channels to Washington.

Mr. Eddy indicated that efforts had been made through regular channels to obtain metal and welding rods for training classes and that if necessary he would send sufficient data to the Acting Chairman of the Committee as a basis for a wire to the OPM.

Mr. Tracy Word was delegated the task of again contacting Mr. Brown, president of the Southern Aircraft Corporation at Garland, Texas for the purpose of securing that firms labor schedules, Mr. Word to report on the results of his assignment at the New Orleans meeting of the Committee December 1.

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

## Ninth Meeting Held November 17, 1941

## Texas State Hotel, Houston, Texas

MEMBERS PRESENT:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
William G. Carnahan, Minorities Section, OPM
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
Colonel Dwight Horton, United States Army, Selective Service
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J. C. Kellam, Defense Training Section, NYA
T. T. Word, Training Within Industry Section, OPM

MEMBERS AND ALTERNATES PRESENT DURING EXECUTIVE SESSION:

William G. Carnahan, Minorities Section, OPM
James R. D. Eddy, State Director Vocational Training, Texas
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
Colonel Dwight Horton, United States Army, Selective Service
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John Pritchard, Defense Training Section, NYA
Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
T. T. Word, Training Within Industry Section, OPM

OTHERS PRESENT AT REGULAR SESSION:

M. L. Begeman, Professor Mechanical Engineering, University of Texas
C. E. Belk, District Supervisor, Texas State Employment Service
Walter Burr, Assistant to Chief, Labor Supply Division, OPM
John H. Duhig, President, Latin American Club
Donald L. Greenleaf, Houston Shipbuilding Corporation
E. L. Hausler, Personnel Director, Brown and Root, Inc.
Roy L. Haynes, Bureau of Employment Security, San Antonio
J. J. Herrera, Secretary, Latin American Club
W. R. Hill, Personnel Manager, Brown Shipbuilding Company, Houston
John D. Howard, District Supervisor, Texas State Employment Service
Charles E. Joseph, St. Louis Ordnance District, Houston
J. B. Keely, District Director, Training and Reemployment Division, WPA

OTHERS PRESENT (Continued)

P. F. Kennedy, Executive Secretary, Texas State Industrial CIO Council
Henry LeBlanc, Texas State Employment Service, Austin
W. Wallace McDougall, Special Representative, U. S. Civil Service Commission
E. W. Page, Personnel Director, Reed Roller Bit Company
Lew M. Roberts, Houston Shipbuilding Corporation
Thomas W. Saling, Secretary, Council of State Administrators
Sam Sanchez, Shell Refinery Worker, Houston
E. R. Speer, Assistant State Director, Texas State Employment Service
George D. Spencer, McEvoy Company, Personnel Department
W. K. Styron, Division of Contract Distribution, Houston
Mel R. Summers, Senior Operations Analyst, Texas State Employment Service
Craig S. Vincent, Area Representative, U. S. Employment Service

MEMBERS ABSENT:

W. L. Childs, Management Section, OPM
James C. Evans, Negro Employment and Training Section, OPM
H. W. Fletcher, Training Within Industry Section, OPM
P. E. Locke, Division of Contract Distribution
Frank L. Miller, U. S. Office of Education
B. J. Walker, Department of Agriculture
W. R. Woolrich, Engineering, Science, and Management Defense Training, U. S. Office of Education

ALTERNATES ABSENT:

Robert Ansley, National Youth Administration
Paul H. Figg, U. S. Civil Service Commission
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
A. C. Martin, Jr., Bureau of Employment Security

## 1. Morning Session

### A. Comments by Mr. Burr

After the Committee had voted approval of the minutes of the previous meeting held in Shreveport, the Chairman called upon Mr. Walter Burr, Labor Supply Branch, OPM, Washington, to comment on any subject he wished to bring before the group.

Mr. Burr discussed the form of the Committee's minutes of previous meetings and suggested that in the future the minutes clearly indicate the names of Committee members and alternates participating in Committee actions, as distinguished from non-members in attendance at the meetings, to avoid the possible impression that non-committee members participate in such actions.

Mr. Burr emphasized the point that the Committee should feel full responsibility for the patterns that develop nationally and that they should think of things in terms of their application to the entire nation and not altogether as local problems or situations. He said that we have one set of objectives that is clear: to get bombers in the air, ships in the water, tanks rolling, and munitions of war produced.

"We are not building any agencies as a result of the defense program. We had agencies already set up that were functioning and their efforts were more or less related in the field of labor supply. In order to get action the OPM wanted to bring all these agencies closely together to accomplish our objectives through cooperation," Mr. Burr declared.

He emphasized also that it is highly important that the Labor Supply Committees continue as action groups and avoid the danger of becoming discussion groups. He suggested that the Committee consider the advisability of setting up area subcommittees on a local and State basis, or both, within the framework of the Regional Labor Supply Committee. These functional or area committees might meet once a week to get reports on action for a large committee meeting once a month. Some functions, he remarked, need continual attention and certain areas have conditions peculiar to the respective localities. He pointed out that the Committees' membership must be kept open to all agencies which are concerned; however, the group should not be permitted to grow too large.

The subject brought up by Mr. Burr with reference to local and/or area subcommittees and the question as to whether or not meetings of the Committee should be held bimonthly or monthly were discussed at length during the day, and final action was taken at the executive session Monday night.

During the discussion of this matter, Mr. Burr stated that his office would oppose any move from biweekly meetings of the full Committee unless and until the Committee established area, and/or local subcommittees in the principal State centers within the region.

The consensus of opinion on the part of the Committee members regarding the formal establishment of local and/or area subcommittees was that such organizations should be deferred until needed and that they were not needed now, because of the following circumstances:

1. Local representatives of the constituent agencies, both State and Federal, together with their local representative committees, such as the local Advisory Committees of the Employment Service, the Local Councils of Administrators, and the TWI local advisory panels, have been and continue to operate effectively on the local level in securing coordinated action on labor supply and demand problems, thus performing the functions of a Labor Supply subcommittee without the formality and perhaps the hindrance of being formally constituted subcommittees.

2. In the past and at present neither the number nor the character of problems arising in areas and localities throughout the region have been such that the Labor Supply Committee, acting as such or

through a special Committee, has not been able, or is not now able, to handle effectively and expeditiously.

3. The major problems confronting the Committee at its inception were relatively few, and, through the actions taken by it, those problems have been solved or are in the process of being successfully solved on a current basis. Actually only one major problem confronted this Committee initially, namely to insure that an adequate supply of preemployment trainees would be provided to defense industries in this region. What the Committee found in Texas and New Mexico was a great surplus of trainees, so far as known employer needs were concerned, and that training was continuing on a basis greatly in excess of known employer needs. This is still the situation. The Committee also learned, at its inception, that a vast untapped labor supply exists sufficient to man ten times the defense industries now in being or now in prospect in this region. Committee action has resulted in securing more accurate and adequate labor schedules from defense contractors; closer adaptation of training courses to the specific needs of such individual firms; the introduction of plans for job dilution, on the job training, up-grading and supplementary training in nearly if not all such major firms; and the establishment of preemployment training courses where needed in Louisiana to supplement the on-the-job training programs of a few defense contractors in that State. To date there are only five major defense firms in the region requiring assistance in meeting their labor needs, namely, one ship building firm in each of the following cities: New Orleans, Orange, Beaumont, and Houston, and one aircraft company at Dallas. Most other large defense projects in the region have been or are construction jobs such as military cantonments, air fields, and chemical plants for the building of which there has been and is a plethora of common and skilled construction labor. In other words, all major problems involving labor supply have been solved or are being solved currently by programs initiated and functioning.

4. When the number and character of problems in a locality or area are such that they can not be expeditiously and effectively acted upon by local representatives of constituent agencies or by the Labor Supply Committee itself, local and/or area subcommittees should be immediately established, but in the interests of simple, direct, responsible, and effective functioning a more complex organizational structure should not be built up until actually needed. There is no such need evident at this time.

With reference to the vast backlog of trainees and unskilled labor in this region and the need for the allocation of more defense industries to this region, Mr. Burr said, "One way to get defense contracts is to show that a State has an excess labor supply, then raise hell about it and ask why they are not used. It is going to be difficult to keep supply and demand balanced, but there is no doubt about the large demands that will develop."

## B. Report on Unfair Labor Practices in Houston

Representatives of the Latin-American Club in Houston, including Mr. John H. Duhig, President, Mr. J. J. Herrera, Secretary, and Mr. Sam Sanchez, were presented by Mr. W. G. Carnahan. Mr. Herrera read a telegram which he said was sent to President Roosevelt on July 25, in which attention was called to the fact that discriminatory practices were engaged in by the Shell Refining Company at Houston against Mexican labor.

Because of its importance to the success of the "good neighbor" policy between the United States and Mexico, the relationship between employers and Mexican residents of this country, both citizens and aliens should be given careful consideration, it was pointed out by Mr. Herrera and Mr. Duhig. "We are patriotically trying to help remedy a situation and have brought this matter to your attention for that reason. All we seek is that we be treated fairly on individual basis of ability and merit," Mr. Herrera said.

It was indicated that the Shell Company had an announced policy that a Latin-American cannot be advanced beyond the position of janitor.

Mr. Erhard asked Mr. Herrera if the CIO had an agreement with the Shell Oil Company and the reply was to the affirmative. Mr. Erhard then asked if promotion and seniority practices of the company were based on the agreement with the union or were based on company policy. Mr. Herrera said he had not studied the terms of the union agreement and could not answer the question but added that a meeting had been scheduled with union officials soon to discuss the matter. Mr. Herrera indicated, however, that the union had told him that the job was too big for it to remedy.

Mr. Duhig said that the matter of discrimination is a highly important matter to all Latin-Americans.

Mr. Wood indicated that if the Shell Company was in fact determined to be a defense contractor the Committee would investigate the complaint and take appropriate action. He pointed out it is often very difficult to change attitudes and social customs that have developed over a period as long as history itself. He stated that the Committee is, in the main, a fact-finding body and that it can only exercise persuasive influence in attempting to solve certain problems.

Mr. Wood stated that, should the Shell Company be determined to be a defense contractor, he would appoint the Management and Minorities representatives a committee to investigate this complaint and report to the Committee. He reminded the Committee that it is the determined policy of the Administration that there be no discrimination because of race, creed, color, or nationality in defense employment. He asked the representatives of the Latin-American Club to keep the Committee advised, through Mr. Carnahan, of local developments and indicated that the Committee will then review the facts.

Mr. E. L. Hausler, Personnel Director, Brown and Root, Inc., of Houston, said that his company has two Mexican foremen employed at Houston and that his company had not discriminated against Latin-Americans in any way.

Mr. B. W. Page, Reed Roller Bit Company, said that his company had no written policy of discrimination against Mexicans and stated that they had "a Mexican working as lead man in charge of their saw room who had been with the firm for 20 years." He said that in his opinion management in general did not practice discrimination as much as the workmen themselves. The workers apparently do not want to encourage employment of Mexicans and thus encourage further migration from Mexico when there is already an over supply of labor available locally.

Mr. W. R. Hill, of the Brown Shipbuilding Company, said that he had just recently been employed and that while he was not fairly familiar with details of company policy on this subject he was not aware of discrimination being practiced against any American Citizen by his company.

## 2. Afternoon Session

### A. Comments by Houston Employers

Reports by executive and personnel officers of the major defense employers in the Houston areas present at the meeting without exception expressed confidence in the Texas State Employment Service and its ability to supply needed labor. They indicated that services rendered by the Texas agency has been very satisfactory.

Mr. Hausler of Brown and Root said that his company was engaged in construction of shipways, shops, and railroad facilities and that his company also owned the Brown Shipbuilding Company, having bought the interests of the Platzer Boat Works. He said his company had no problems to present to the Committee.

Mr. Page, Reed Roller Bit Company, said that his company had started an extensive apprenticeship training program. He reported that some 800 men have been added to the payroll in the last five or six months, indicating extensive expansion at his plant. He indicated that some difficulty had been encountered in locating qualified tool makers but that through the process of up-grading in all operations their needs for skilled men were being met adequately so far. His organization has used the employment service and the vocational training schools and have been getting good results, he said. About 20 percent of the work of the Reed Roller Bit Company is devoted to defense production.

Mr. George D. Spencer, McEvoy Company, said that so far all their requisitions for workers and trainees both have been met "fine and dandy".

Mr. Hill, Brown Shipbuilding Company, said that his company realized there was a shortage of skilled men and that it was therefore necessary to develop foremen and leader men. He said that an organization of foremenship training was being started this week. He reported that his firm has in its employment at the present time about 400 workers and that the employment peak of 1200 to 1500 would not be reached until 1942.

Mr. C. E. Belk, Supervisor of the Houston district of the Texas State Employment Service, indicated it was his belief everything was going along satisfactorily in the Houston area and that on the whole labor schedules were being met without difficulty.

Mr. D. L. Greenleaf, Houston Shipbuilding Corporation, reported that as of October 31, his organization had on its payroll 1,824 employed in the crafts, including office personnel, inspectors, etc. According to the August schedule issued by the company, if employment had coincided with the figures stated at that time, some 450 more workers would be employed than are now on the payroll. Some difficulty has been experienced and some delay has been caused through late deliveries of materials and power cranes. Mr. Greenleaf expressed the belief that the labor schedule he had furnished the Texas State Employment Service was approximately correct, with the possible exception of the number of burner operators needed. TWI is being utilized for on-the-job training development of workers.

Mr. W. L. Roberts of the Houston Shipbuilding Corporation gave the Committee the following information regarding the training of that Company:

Supplementary training classes for men now employed in the yard are being conducted by the State Department of Vocational Education including seven classes in shipfitting with a total enrollment of 208, marine pipefitting with 35 enrolled, and outside machinist with 32 enrolled.

Supplementary classes for employed men are being conducted by the Taylor School in shipbuilding crafts as follows: ship welding, two classes with 72 enrolled, Oxyacetylene burning with 24 enrolled, and inside machinist, two classes with 60 enrolled.

Pre-employment training in shipbuilding crafts now includes one class in shipfitting (Taylor School) with an enrollment of 40, two classes in shipfitting (N.Y.A.) with 60 enrolled, two classes in ship welding (Taylor School) with 72 enrolled, two classes in ship welding (N.Y.A.) with 60 enrolled, and two classes in Oxyacetylene burning (Taylor School) with 40 enrolled.

Supplementary classes are now being organized in Marine Electrician with 30 enrolled, Marine Sheet Metal with 30 enrolled, Oxyacetylene Burning, 24 enrolled, Ship Welding with an enrollment of 72, and Shipfitting, day class for men working on night shift, with 30 enrolled.

Also being organized now are pre-employment classes as follows: Ship Welding, two classes, with an enrollment of 72, Marine Pipefitting, with 30 enrolled, and Marine Electrician with 30 enrolled.

A special apprenticeship class for Oxyacetylene burners is proposed for operation in the yard. Such class will accommodate 28 trainees, apprentices to be drawn from vocational schools after approximately 100 hours of pre-employment training.

Mr. Greenleaf praised the TWI courses and said that it was one of the most effective for development of leader men and foremen he had ever seen. He indicated that the employment peak of about 8,500 probably would be reached around July 1942.

One item that has caused considerable delay in the yards has been the delay in the arrival of the transformers. Inability to get them on time has delayed operations considerably, he stated.

Mr. Greenleaf discussed the success his company had had with the group of 72 young men selected last July for training as ship fitters. In this group were engineering students with a minimum of two years in college, from Rice Institute, the University of Houston, A. & M. College, and the University of Texas. Included were twelve graduates. These trainees were placed in training at the shipyards and under close supervision were developed into ship fitters in a period of about six weeks. He said that on his present staff only one was a full fledged ship fitter last July and all the lofting force with one exception were in college a year ago. His general superintendent said that this group of college boys, had had no previous experience in shipbuilding, had been turning out the prettiest sets of templates he had seen in his forty years of shipbuilding.

Mr. Greenleaf pointed out whereas two months ago the company anticipated serious bottlenecks in some of the skilled occupations experience and success with the shipfitting class had proved conclusively that they could handle the situation in a similar manner without difficulty and meet future needs.

### B. Comments by Others

Mr. Eddy, Vocational Education Director, Texas State Department of Education, reported that considerable delay in securing vitally need training equipment and material for defense training was being occasioned by new procurement regulations requiring the use of new forms for requisitions. He reported that 1400 orders for equipment and materials have been returned to him from Washington for transcription to new forms of which 10 signed copies will be required for each order, or 14,000 signed copies in all.

Mr. Burr pointed out that the delay had not been due to any fault of the Office of Education.

Mr. Carnahan asked if there was any reason to expect potential placement of 20 Negroes now in training classes who will soon be available for employment in shipbuilding. Mr. Greenleaf answered that as things are now running in Houston it was his opinion that it would be pretty difficult to employ Negroes in the higher skills. He said that of 240 laborers in the yards at present Negro helpers likely could be employed if the need becomes more general.

Mr. P. F. Kennedy, representing the CIO was invited to address the Committee and he remarked that he preferred to "listen in" and that he had no special problems to report.

Mr. W. K. Styron, Division of Contract Distribution, Houston, said that so far little real unemployment had developed because of defense priorities. He said that his office served 43 counties in the Federal Reserve Bank area at Houston. He said that a number of shops were gradually moving into defense production.

Mr. Jennings announced that a week ago last Saturday the Civil Service received a request to recruit 5,000 men between the ages of 17 and 25 over the United States to be assembled and trained as mechanics' learners, and assigned later to various air schools.

## 3. Night Session

### A. Report by Texas State Employment Service

The report indicated that practically all companies engaged in defense activities are engaged in up-grading to meet 30 to 40 percent of their needs for skilled workers, which it was pointed out, is a great improvement since the first meeting of the Committee in Houston. More firms are now asking for semi-skilled workers instead of skilled men which indicates that upgrading is being applied to a greater extent.

Due to the inability of the Employment Service to obtain from the Consolidated Steel Company a dependable labor schedule upon which to base training recommendations to the Council of State Administrators, the latter body has ordered that all contemplated training for that company not be started until it is able to furnish a labor schedule which the employment service and the Council of Administrators believes to be sound. In an attempt to assist the company in working out such a schedule, job analysis technicians of the Texas State Employment Service and of the U. S. Employment Service are being assigned to the task of analyzing various skilled jobs in the company's plant. This will not only serve the purpose of working out a sound labor schedule but also will provide the Training-Within-Industry Section of the Office of Production Management with additional material with which to assist the company in furthering its in-service training and upgrading program.

The agency also presented a summary report of worker and hour reduction in Texas due to material shortages and priorities.

An over-all picture of the situation indicated that 1,060 employees have been or will be laid off due to material shortages on priorities restrictions, however, the employment opportunities for these workers are such that the employment service is not having difficulty in placing them in production jobs.

### B. Furnished by Others

The desirability of reports relative to the enrollment and production in engineering courses and classes for technicians, under the supervision of Dean W. R. Woolrich, was discussed by the Committee and it was agreed that if it is determined by the agencies that such information is necessary, that contacts be made by the representatives of the Texas State Employment Service at the local points where these classes are conducted.

Mr. Eddy reported that welding classes possibly would have to be closed within the week if the shortage of welding rods was not alleviated immediately. Efforts to obtain the amount of rods necessary had so far been unsuccessful although shipments are expected very soon, he said.

In connection with the discussion during the morning session regarding the delay in the start for the classes in burner operation Mr. Eddy indicated that equipment had been set up and everything had been in readiness since November 7. A carload of needed metal for use in the burning classes had just arrived in Houston and would be made available Tuesday morning so that training could begin in these classes immediately.

## EXECUTIVE SESSION

### I. REPORTS

Colonel Horton reported that he had written to officials of Brown and Root, Inc., at Texarkana, with reference to information desired by the Texas State Employment Service and other governmental agencies on labor demand and present employment at the ordnance plant. Colonel Horton said that he would go to Texarkana if a reply had not been received by the time he returned to his headquarters.

Mr. Eddy presented a written report from Mr. Frank L. Miller in reference to a recent assignment to study with the Councils of State Administrators on the possibility or feasibility of allocating to specific training centers the responsibility for furnishing trainees to particular shipbuilding companies. Mr. Miller's report indicated that only one company of three contacted wanted such an assignment made, while the other two definitely did not. In his report Mr. Miller recommended that the assignment be closed and thanks extended to the State Councils of State Administrators for Texas and Louisiana for their time and efforts spent in the study. Mr. Eddy indicated that in connection with this matter the Council of State Administrators in Texas had also been confronted with a decision on age-group limitations in the training classes. He indicated that a report of final action taken by the Council would be made to the Committee.

Colonel Horton made further explanation of possible future action by Selective Service with reference to deferments. He pointed out that the law does not grant exemption, but only deferment to men who may be engaged in industries and occupations essential to the health, safety, and general interest of the Nation. He stated that all efforts had been made to keep industry going, and that these efforts will continue until industry reaches its peak, at which time those deferred will be called into training. He remarked that those responsible for training might well concentrate more on training older groups, but should not necessarily cease to train young men subject to the draft. If individuals are employed in work essential to the national defense, welfare, etc., they can be classified as 2-B's if they otherwise made qualifications, but positively there will be no group deferments, he said. The intent of the law was never to put a man off indefinitely as far as Army training is concerned, he pointed out.

Mr. Wood mentioned a written report received from Mr. E. H. Jennings in reference to the possibility of employing women in defense industries, based on reports of the possible utilization of women at the U. S. Naval Air Station at Corpus Christi and the Air Depot, Duncan Field, at San Antonio.

With reference to the supply of trainees in New Mexico, it was reported to the Committee that arrangements had been made to have representatives of the Remington Arms Company in Denver, Colorado, to interview about 100 of these trainees within the next few days. The New Mexico agency cooperated in making these arrangements.

The Chairman read a letter from the Louisiana State Employment Service which concerned previous reports that the DeSoto Foundry at Mansfield, Louisiana, has received allotments of sufficient materials to continue operations for at least another six months without any lay-offs.

Mr. Wood read copies of correspondence from the Governor of Texas with reference to the housing situation in the Orange-Beaumont area. It was indicated that 900 units scheduled for Beaumont have been given Presidential approval, but that construction cannot proceed until additional funds are made available. Housing officials are giving this area particular attention, according to the information presented by the Acting Chairman.

In his report to the Committee, Mr. Wood called attention to the Administrative Office Memorandum No. 45, dated October 24, 1941, from the OPM, and an attached list of field administrative service officers.

With reference to contacts with the Southern Aircraft Company at Dallas, it was announced by Mr. T. T. Word that he and Mr. Henry LeBlanc of the Texas agency, had made arrangments to meet Mr. Brown, President of the Company, next week and that a report in this connection will be made at the New Orleans meeting.

Mr. Wood read memoranda received from the Bureau of Employment Security outlining the policy which gives the Informational Representative responsibility for publicizing the activities of Labor Supply Committees.

The Chairman also read a resolution from the Texas State Federation of Labor which commended fine cooperation on the part of the Texas State Employment Service.

## II. ACTION TAKEN

Motion was passed that the next scheduled meetings of the Committee be limited to one-day sessions and that the Chairman and Members will plan their work accordingly.

The Committee voted to postpone until the next meeting a decision as to whether or not local or area and functional subcommittees should be set up in the region.

Motion was carried that the Chairman of the Committee be authorized to write the North American Aircraft Corporation at Grand Prairie, Texas, and call attention to the fact that the Labor Supply Committee and affiliated agencies had gone to considerable effort and expense to locate toolmakers reportedly needed by the Company, and that the Company had failed to employ qualified men in this application after they were made available; that such procedure represents poor business practice and has an ill effect on labor, as well as causing loss of confidence by the public in the Government agencies that had attempted to assist the Company in this recruitment.

## III. ASSIGNMENTS

Mr. Eddy with Mr. Miller and Mr. J. H. Bond, Director of the Texas State Employment Service will determine if there is some overlapping of training programs, with particular reference to engineering defense training, and if difficulties are found to exist the matter will be brought before the Committee so that it may be presented to the OPM, if necessary. Agencies concerned will refer the matter of lack of coordination between the engineering training and the training program as a whole through proper channels to Washington.

Mr. Eddy indicated that efforts had been made through regular channels to obtain metal and welding rods for training classes and that if necessary he would send sufficient data to the Acting Chairman of the Committee as a basis for a wire to the OPM.

Mr. Tracy Word was delegated the task of again contacting Mr. Brown, president of the Southern Aircraft Corporation at Garland, Texas for the purpose of securing that firms labor schedules, Mr. Word to report on the results of his assignment at the New Orleans meeting of the Committee December 1.

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

Twelfth Meeting, January 26, 1942

Baker Hotel, Dallas, Texas

## MEMBERS AND ALTERNATES PRESENT DURING EXECUTIVE SESSIONS:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
William G. Carnahan, Minorities Section, OPM
C. Z. Crain, Training and Reemployment, WPA
J. D. Crowder, Lieutenant Commander, U. S. Navy, Selective Service
Dwight Horton, Colonel, U. S. Army, Selective Service
E. H. Jennings, U. S. Civil Service Commission
J. C. Kellam, Defense Training, National Youth Administration
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
R. H. McNew, Training and Reemployment, WPA
A. C. Martin, Jr., Bureau of Employment Security, USES, San Antonio, Texas
Frank L. Miller, U. S. Office of Education
John Pritchard, Defense Training, NYA
B. J. Walker, U. S. Department of Agriculture
W. R. Woolrich, ESMDT, U. S. Office of Education
Tracy T. Word, Training Within Industry Section, OPM

## OTHERS PRESENT AT OPEN MEETING:

Harry W. Acreman, Executive Secretary, Texas State Federation of Labor
J. H. Bond, Director, United States Employment Service for Texas
Paul B. Chester, United States Employment Service, Dallas
F. J. Conlan, United States Employment Service, Dallas
William Crawford, Guiberson Diesel Engine Company, Dallas
C. H. Culpepper, Federal Committee on Apprenticeship, Dallas
R. E. Curtis, United Automobile Workers, CIO, Dallas
C. R. Dooley, TWI, Washington, D. C.
William R. Driscoll, United Automobile Workers, CIO, Dallas
James R. D. Eddy, State Director, Vocational Education, Austin, Texas
James R. Ellis, United States Employment Service, Fort Worth, Texas
W. D. Gallier, United States Employment Service, Dallas
F. F. Gignilliat, Consolidated Aircraft Corporation, Fort Worth, Texas
W. J. Harris, Central Labor Council, Dallas
Roy L. Haynes, Bureau of Employment Security, USES, San Antonio
John Hilliard, United States Employment Service, Austin, Texas
Wilbur Keith, Informational Service, Social Security Board, San Antonio
George Lambert, Amalgamated Clothing Workers, Dallas
A. J. Langford, Contract Distribution Division, OPM, Dallas
James B. Marley, Regional Director, Social Security Board, San Antonio
Howard May, United States Employment Service, Austin, Texas
J. C. Miller, United States Employment Service, Dallas
Nate Molinarro, North American Aviation, Inc., Dallas
Major C. P. Noland, Birmingham Ordnance District, Birmingham, Alabama

OTHERS PRESENT AT OPEN MEETING: (Continued)

C. F. Nooncaster, United Automobile Workers, CIO, Dallas
John D. Reed, State Labor Commissioner, Austin, Texas
Thomas W. Saling, United States Employment Service, Austin, Texas
Paul E. Spruill, United States Employment Service, Austin, Texas
Captain W. G. Stanton, Ordnance Department, U. S. Army, Houston
Joe T. Steadham, State Representative, Board of Railway Trainmen
A. Triche, Department of Education, Baton Rouge, Louisiana

MEMBERS ABSENT:

W. L. Childs, Management Section, OPM
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
James C. Evans, Negro Employment and Training Section, OPM
Harold W. Fletcher, Training Within Industry Section, OPM
P. E. Locke, Division of Contract Distribution, OPM
Lieutenant Commander Edwin G. Moorhead, Headquarters Eighth Naval District

ALTERNATES ABSENT:

Robert Ansley, Defense Training, NYA
Paul H. Figg, U. S. Civil Service Commission
Captain George S. Nalle, QMC, Liaison Officer Q.U.S.W., Austin
Major J. Lester White, Selective Service, Louisiana

## ACTION TAKEN AT EXECUTIVE SESSIONS

(9:00 -- 11:40 a.m.; 7:30 -- 8:50 p.m.)

MOTION PASSED: Lieutenant Commander J. D. Crowder Appointed to Investigate Housing Needs in the Orange-Beaumont-Port Arthur, Texas, area, Insofar As They Affect Labor Supply, and Advise the Committee of Action Taken. (Mr. Howard May of the United States Employment Service for Texas, was appointed by the Chairman to assist Commander Crowder and Naval officials.)

MOTION PASSED: To Appoint Colonel Dwight Horton to Investigate Housing Needs, Insofar As They Affect Labor Supply, at Texarkana and Velasco, Texas. (The Council for State Administrators for Texas and members of the Committee will assist Colonel Horton and Army officials.) A report and recommendations will be made to the Committee as soon as possible.

MOTION PASSED: To Hold the Next Committee Meeting At Beaumont, Texas, on Monday, February 9, Unless Notified to the Contrary by the Chairman.

MOTION PASSED: To Invite the Councils of State Administrators for Louisiana and Texas to the Beaumont Meeting.

AGREED: That the training programs in Louisiana, Texas and New Mexico, as coordinated by the Council for State Administrators in these States, be continued as now in operation.

ACTION TAKEN: Lieutenant Commander J. D. Crowder was appointed by the Chairman to investigate circumstances surrounding the issuance of publicity in connection with shipbuilding at Orange which caused needless migration of workers into the area.

ACTION TAKEN: Colonel Dwight Horton was named by the Chairman as a special subcommittee of one to investigate reported irregularities in recruiting methods of Silas Mason Company at the Louisiana Ordnance Works, Minden, Louisiana, area.

ACTION TAKEN: The special subcommittee including Mr. Carnahan, Colonel Horton, and the Management representative will continue with the assignment to explore the possibility of preparing a bulletin of information directed to employers to encourage full utilization of the Nation's labor supply.

ACTION TAKEN: Captain W. G. Stanton, St. Louis Ordnance District, assisted by Mr. J. H. Bond of the United States Employment Service for Texas, will obtain informational details needed by the Army in connection with contemplated establishment of a defense plant in the Houston area to employ 6,000 workers, some 2,000 of whom will be skilled.

## 1. Morning Executive Session, 9 o'clock

Members and alternates present: Carnahan, Crowder, Horton, Jennings, Kellam, Lewis, McNew, Martin, Miller, Pritchard, Walker, Wood, Woolrich, and Word.

The meeting was called to order by the Chairman, and the members and alternates were then requested to sign the attendance register.

### A. Report by Chairman on Developments of Interest to the Committee

(1) War Production Board Supersedes OPM:

Developments since the last meeting were reviewed by the Chairman. He indicated that although newspapers have reported a reorganization in Washington affecting the Office of Production Management, no official written instructions have been received relative to any changes for the Regional Labor Supply Committee. He said that he had been advised by telephone that the War Production Board has been set up to supersede the OPM and that Mr. Sidney Hillman will continue as head of the Division of Labor Supply in the new organization. Mr. Wood stated that the Labor Supply Committee will continue to function as formerly until instructions are received to the contrary.

(2) Layoffs in Dallas-Fort Worth Area Due to Priorities:

For a summarization of the present situation in the Dallas area, due to layoffs of workers from priorities and production curtailment in the automobile industry, the Chairman called upon Mr. J. H. Bond, Director of the United States Employment Service for Texas, who had been appointed a subcommittee of one to investigate and report to the Committee on the situation.

Mr. Bond said that the problem of displaced employees of the Ford Motor Company at Dallas had received the closest attention since the first rumor was heard three months ago that a layoff was anticipated. On December 24, 1941, approximately 700 workers of the Ford plant were laid off. After meetings with representatives of the United Automobile Workers Union, personnel officials of the North American Aviation plant, and the Employment Service, an agreeable plan was adopted whereby workers qualified for employment in airplane construction would be registered and referred by the Employment Service to employment with the North American Aviation Company at Dallas.

He stated that since the original layoff occurred, the Ford Motor Company has recalled some 300 employees to work in the Dallas plant in the production of "Jeep" cars for the Army. Another group in excess of 100 laid-off workers have been referred by the employment service to defense training schools in Dallas.

The seriousness of the problem has been considerably alleviated by the arrangements effected by the employment service. Union officials are satisfied, Mr. Bond declared, but are yet somewhat skeptical that the details of plans for ultimate reemployment for the displaced Ford employees will be concluded in accordance with existing agreements and understandings.

Mr. Bond emphasized the fact that it had been very difficult for the employment service to discharge its responsibilities in the negotiations, due to the fact that dependable and accurate information has not been available from Ford officials as to the exact number of employees to be laid off, the dates for such layoffs, and how many were to be recalled to work in the Ford plant. He pointed out that since the original layoff some 300 workers already have been recalled, and recounted that had the North American Company put these displaced workers into jobs immediately after the layoff, serious disruption of production would have resulted in the airplane plant from the sudden recall of former employees by the Ford Motor Company.

The Employment Service has been of further assistance to many of these displaced workers by referring them to other employers in Dallas. Meanwhile, those workers who have not been recalled or referred to training classes or other employment are filing their claims for unemployment compensation.

Mr. Bond said that the employment service would continue to keep in close touch with the situation, but at the present time it was being handled satisfactorily.

With respect to the two other major layoffs in the Fort Worth-Dallas area which involve the Worth Mills at Fort Worth, and the National Battery Company, Dallas, the report of the Chairman indicated that a total of 334 employees was affected by priorities. The employment service has registered the individuals laid off from these two plants and secured placement in other industries for most of them. The Worth Mills has attempted to secure a contract to produce war material and if successful the 259 workers who have been laid off by this firm since January 1 probably will all be recalled.

The employment service reported that all laid-off workers in the area are being registered and referred to employment or training as quickly as possible and that such action has been in accordance with regular procedures evolved to meet the priorities problem. Neither the North Mills nor the National Battery Company is a defense contractor at present, it was indicated.

(3) Housing Problems Affecting Labor Supply:

The Chairman presented summarizations of reports on the housing situation in defense areas in Texas, including Orange, Texarkana, and Velasco, near Freeport. Mr. Wood said that although the various Federal housing agencies are not represented on the Committee, he believed it was very essential that the Committee give cognizance to the housing problem insofar as it affected the labor supply in the war effort. Particularly should the Army and Navy be concerned about housing and transportation needs in defense areas, he said.

Reports indicate that serious housing shortages exist at Orange, Texarkana, and Freeport. This shortage at these points has become so acute as to make employment of workers difficult from the standpoint of construction and production. Labor turnover also is heavy because of this fact.

Mr. Howard May, until recently in the personnel department of the Consolidated Steel Corporation, Ltd., Orange, stressed the fact that multiplied expansion of labor needs in the shipyards during the next nine months will make the housing problem doubly serious. He said that 6,700 are employed by Consolidated now and that this figure will be increased to 13,500 by November 1942 because of additional contracts. He also pointed out that many of the workers at Orange commuted daily to the job from Port Arthur and Beaumont. Highways are already carrying a load so heavy at certain hours of the day that serious congestion results and hazards to the commuting workmen are created. Efforts to arrange for shuttle trains between Port Arthur and Orange have failed, he said. The matter of transportation is likely to become even more serious due to rigid restrictions on automobiles and tires which make it difficult for many of the workers to continue operation of personally-owned cars.

Mr. B. J. Walker, U. S. Department of Agriculture, stated that the Farm Security Administration already has participated to a limited degree in the housing program and suggested that the FSA may be in a position to render further assistance to alleviate the shortage of housing facilities in defense areas.

Mr. May said that in the immediate area surrounding Orange, there are some 8,000 employees in other plants working from 36 to 40 hours per week, who might be willing to put in additional hours each week at the shipbuilding yards. He said that through this utilization of local area labor the amount of in-migration might be considerably reduced.

The summary report for Texarkana indicated that a major problem there in recruiting labor, both for production and construction, is the lack of adequate housing. Indicative of the extent of this shortage was the fact that on January 8, 1942, there was a demand for 600 housing units and only 6 units were available within a 50-mile radius. Rents are excessive and in some instances have trebled.

At Velasco, near Freeport, Texas, the Dow Chemical Company will need from 18,000 to 20,000 construction workers for a six-months' period to rush the construction of a $52,000,000 magnesium plant. This will be in addition to 2,500 already employed by the Dow Company on the construction and operation of other units.

"This enormous number of people concentrated in the Freeport and Velasco area cannot help but bring on an extremely critical housing situation which already is a great problem," writes Mr. A. P. Beutel, Vice President of the Dow Magnesium Corporation, in a recent letter describing the situation in the area.

On authorization of the Committee, Mr. Wood appointed Colonel Dwight Horton and Lieutenant Commander J. D. Crowder, representing the Army and Navy respectively, to investigate the housing needs in critical defense areas in Texas, insofar as these conditions affect labor supply, and to report to the Committee on action taken or recommended. Full facilities of the employment service will be made available to Colonel Horton and Commander Crowder. Members of the Committee will also assist to the extent desired, the Chairman announced. He requested that reports by Committee members be made as quickly as possible and that such reports not be held for presentation at stated meetings of the Committee.

(4) Labor Recruitment Practices of Guiberson Corporation, Dallas:

It was reported that the Guiberson Corporation has followed the policy of recruiting workers through personal contacts from sources as far away as 300 miles from Dallas. The Chairman stated this was not in keeping with OPM policy and that such recruitment from sources outside of Dallas should not be done without first clearing with the employment service to insure complete utilization of the local labor supply before recruitment of workers from other localities. He said in this connection that there was definite need for a "stiffening up" of labor policy that would insure such action by defense employers. "We are still having to beg for cooperation at a time when we should be getting it without the asking," Mr. Wood declared.

The employment service indicated that Mr. Henry LeBlanc recently contacted the Guiberson Corporation and was informed by Mr. William Crawford, Personnel Manager, that the company did not need the assistance of the employment service because it had been able to secure skilled labor in the numbers required and that recruitment was not difficult because the corporation was well known and paid good wages.

(5) Additional Training in Dallas:

The Committee was informed that action was pending in Washington on a request by the Council of State Administrators for Texas for authorization to institute national defense training in certain designated occupations for which ample facilities are available.

Mr. C. R. Dooley, from the Washington office of Training Within Industry Section, expressed particular interest in this subject and asked for additional information. He was advised that the occupations mentioned included the following: Auto Mechanic, Radio Repairman I, Mill Man, Wood Pattern Maker, Carpenter I, Electrician, and Floor Molder. He was informed that authorization had been requested for training in three other occupations, namely, Sewing Machine Operator, Cook V, and Baker IV, not included in the List of Occupations Approved by the OPM for National Defense Training; also that clarification was desired regarding further training for Radio Repairman I, and Radio Operator, where facilities are available.

Mr. Dooley pointed out that Washington officials rely considerably on the judgment of the State Councils of Administrators and the recommendations of local officials, regarding training needs. He suggested that close contact be maintained between the employment service, employers, and training officials, to insure support of the training program by known needs as determined through this close cooperation.

Mr. J. C. Kellam, speaking for the Council of State Administrators for Texas, asked the Committee to endorse its program of training to meet known needs. It was agreed by the Committee that inasmuch as such endorsement has already been given to the Texas training program and its farsighted policy which had enabled employers to fill their defense needs, further action by the Committee was unnecessary.

Colonel Horton pointed out the importance of continued training as long as facilities are available. He pointed out that it is very difficult for employers to determine their exact needs at all times. In face of a rapidly expanding war production program, it is safe to assume that the demand for training will continue to rise and that it will better serve the interests of the Nation to have an over-supply ready rather than to have a shortage at the critical moment of greatest need.

(6) Employment of Aliens and National Policy on Referral to Defense Employers:

The Chairman briefly reviewed directives issued by the War and Navy Departments, outlining policy with respect to employment of aliens, and policies governing the referral of workers to employers engaged in war production.

(7) Unnecessary Migration to Orange, Texas:

As a result of publicity issued from Orange and which appeared in Beaumont newspapers, the employment service reported a heavy influx of workers to the Orange area seeking employment. The Beaumont office was overrun, especially by construction workers seeking information as to when the job was to start. This unnecessary publicity further aggravated the problem of housing shortages.

Mr. Wood appointed Lieutenant Commander Crowder to investigate the source of the publicity in order that future releases of such reports may be minimized insofar as possible.

(8) Information and Reports Distributed by Chairman:

Mr. Wood made brief mention of items recently distributed from his office to the members. He mentioned OPM priorities releases, policy directives concerning employment of aliens, and referral of workers to defense contractors, labor market reports, etc.

(9) Other Action Taken by Chairman Since Last Meeting:

The Chairman informed the Committee with respect to other action taken since the last meeting. He said that action was still pending in Washington with respect to availability of labor defense schedules from the Red River Ordnance Depot, Texarkana, and the Baytown Ordnance Works, Baytown. The Bureau of Employment Security has called to the attention of the office of the Undersecretary of War in Washington those cases of non-cooperation on the part of Government establishments which have not been solved by the Committee.

Mr. Wood reported that the Oil City Brass Works of Beaumont has agreed to furnish the employment service labor demand and supply information after having received a special request from him that such labor schedules should be furnished without further delay. Prior to receipt of his letter this company had refused to furnish the desired information.

B. Reports of Special Committees and Members on Assignments

(1) Report by Mr. Carnahan:

Mr. Carnahan informed the Committee that certain informational material had been prepared relative to encouragement of employers to make full use of the nation's man power in the war program. This material is to be reviewed further by Colonel Horton, member of the subcommittee with Mr. Carnahan, and a further report will be made to the Committee.

(2) Report by Mr. J. H. Bond:

As a result of a subcommittee meeting with Mr. P. E. Locke, arrangements have been made between the Contract Distribution Division and the Employment Service for an exchange of mutually-useful information, Mr. Bond said.

(3) Report by Mr. Miller:

With reference to training classes in New Orleans for Negro Fire Bricklayers, Mr. Miller stated that the union local had requested that no further training be done at present. He explained that a majority of the members of the local union are Negroes. Doubt was expressed that need exists for training of sewing machine operators in New Orleans.

C. Unfinished Business

Mr. Carnahan announced that no further action has been taken relative to reported discrimination against minority groups in Houston. He asked that the Committee delay further consideration of the problem, pending such time as Dr. Will Alexander can appear before the Committee to discuss the minorities problem in general. He said he would write Dr. Alexander immediately in order to obtain his advice relative to a report at the next meeting of the Committee.

The Committee adjourned to visit the Dallas National Defense School. where lunch was served after a trip of inspection in the school. Approximately 1,100 are enrolled in pre-employment classes there.

2. Afternoon Session, Open Meeting, 2 o'clock

At the beginning of the afternoon session, the Chairman sounded the warning that labor priorities, although limited at present, are indicative of possible future labor **stringencies.** He expressed to visiting representatives of organized labor, employers, and personnel officials, the purpose and policies of the Committee. Mr. Wood said that plans are being developed whereby the needs of farmers throughout the nation will be met so that there will be no delays in the production of essential food stuffs.

Mr. C. F. Nooncaster, United Automobile Workers, Dallas, reviewed the circumstances surrounding the layoff of workers at the Ford assembly plant in Dallas. He said that on December 24, 1941, about 700 employees were let out and that today about half of this number had secured employment or had been recalled. He expressed dissatisfaction with the policy of Dallas employers who allegedly employ transient labor and workers from other cities while "our local men are pounding the sidewalks looking for work." He suggested that some system be set up which would eliminate these practices. He suggested that the employment service should be used as the central agency to certify to employers that labor is available locally and that such labor be utilized before going outside the city.

In commenting on Mr. Nooncaster's statements, Mr. Wood said that only Congress could provide such regulations. National policies covering the authority of the employment service are definite, he said, and the employer is urged to cooperate with this agency in recruiting his labor. Management sets the specifications and makes the final selections for employees. Employers use the employment service on a voluntary basis and the Committee has no authority to require the utilization of the service by employers.

Mr. F. F. Gignilliat, Personnel Officer for Consolidated Aircraft Company, Fort Worth, told the Committee that the plant at Fort Worth is still under construction and that his recruitment plans are as yet in a formative stage with reference to production needs. He said that there were numerous problems connected with the preliminary steps necessary to begin operation of the new bomber assembly plant but that he had no specific matters which he wished to present to the Committee at present.

Mr. James R. Ellis, United States Employment Service, Fort Worth, expressed the belief that there was an adequate supply of labor in Fort Worth to supply the needs which are expected to develop there during the next 12 months.

Mr. George Lambert, Amalgamated Clothing Workers, Dallas, emphasized the effect which automobile and tire restrictions will make on members of his organization in the Dallas territory. Many of the garment factory workers live outside the city limits of Dallas and commute several miles daily to their work. They reside outside the territory served by the public transportation systems and will experience hardships in getting to and from their work because of restrictions on tires and cars, he said. He said that some employers in Dallas had followed the practice of bringing into their plants younger workers and had thus discriminated against many qualified older workers.

Mr. Wood remarked that wise employers who are looking ahead, are now hiring older workers to prevent disruption of production such as may result in establishments that have employed young men subject to selective service.

Mr. William R. Driscoll, United Automobile Workers, Dallas, remarked that local residents of Dallas depend upon the employment service to a considerable degree to assist them in securing employment, and suggested that the Committee should assist in impressing on employers the value of using employment service facilities in obtaining all labor. Since it is the policy of the employment service to refer local people there would be less needless migration if employers would cooperate and use this service.

Mr. Bond of the Employment Service, stressed the point that the employment service is an assisting agency. He stressed the need for a definite national labor policy and suggested that provisions for full observance of such policy be included in the written defense contracts. A similar thought was expressed by Mr. Harry A. Acreman, Executive Secretary for the Federation of Labor in Texas. "We need some method to handle employment in an orderly manner and a system devised to distribute the jobs. People cannot be hung on a nail until the day they are needed. They must live and support their families."

Mr. Acreman mentioned the fact that employers from the beet-growing section in the Middle West were expected to return to Texas within a few weeks to recruit labor again for beet fields in other States, while at the same time farm labor shortages are said to exist in Texas.

Other comments were made by Mr. Joe T. Steadham, State Representative of Brotherhood of Railroad Trainmen; Mr. W. J. Harris, Dallas, Central Labor Council; Mr. A. J. Langford, Contract Distribution Division of OPM; Mr. C. R. Dooley, Training Within Industry Section of OPM; and Mr. John D. Reed, State Labor Commissioner for Texas.

Mr. William Crawford, Guiberson Diesel Engine Company, said that a new plant for his company, under construction at Garland, Texas, probably will be completed within the next 30 days. He said that his firm had been rather "choosy" in hiring new employees because the work done was highly technical and that employees worked in some instances to a tolerance of $\frac{1}{2}$ of .0001 of an inch. He said that his company was now engaged in within-plant training to fill most of its anticipated needs.

Mr. Langford of the Contract Distribution Division, said that plans have been made to set up permanent defense production clinics in various points in the State in order that small shops can be aided in securing defense contracts. These Clinics may be similar to the one held in Dallas, Texas, December 11 and 12, as a result of which a number of subcontracts have been let in the State.

Mr. Dooley, Chief of TWI in Washington, explained the various phases of his program. He said that heavy increases in demand for workers will be noted during the next 12 months. There are now five million people engaged in production work, according to released figures, and that by the end of another 12 months this will be increased to fifteen million. Many of the additional ten million workers will come from non-defense industries, he said. He said there will be a period of transition during the next few months, at which time many people will be thrown out of employment. There are 400,000 unemployed now in the State of Michigan alone, due to retooling activities necessary in the automobile industry to transfer this production to defense items. It is estimated, he said, that four-million people will be thrown out of work in the United States while this readjustment process goes on, but by November these workers will be absorbed into production and an actual shortage of available workers will exist.

It was pointed out that plans are now under way for supplemental State unemployment compensation funds with Federal funds, in order that unemployed workers may be supplied with sufficient funds to relieve financial stress to a certain extent until such time as they can be reemployed or retrained.

Mr. Wood again pointed out that a representative of organized labor has not yet been appointed to membership on the Committee. He also expressed the need for closer coordination of the ESMDT program with employment service activities in order that pertinent information can be made available to employment security on the "production" of trainees made available in the labor supply picture.

Major C. P. Noland, Birmingham Ordnance District, informed the Committee that a letter addressed to all defense employers on ordnance work in his district, was sent out January 22, requesting that employment service offices be used in recruitment of labor.

### 3. Evening Executive Session

Members and alternates present: Carnahan, Crain, Crowder, Horton, Jennings, Kellam, McNew, Martin, Miller, Walker, and Wood.

At the night meeting members and alternates completed discussion of subjects brought up at the morning session and also discussed items of new business. A conflict in interpretation of policy between the employment service and the Works Projects Administration was referred to a subcommittee to meet following adjournment of the Committee.

The Committee voted to hold its next meeting in Beaumont on Monday, February 9, unless otherwise instructed by the Chairman.

Mr. B. J. Walker, United States Department of Agriculture, said that farm labor subcommittees are now the primary concern of their organization and that by next summer and fall the program will be complete to aid farmers in crop production problems. He said that he believed sufficient farm labor could be made available to meet the needs as they develop. One of the main problems for which there does not now appear to be a solution, is the matter of transportation of farm workers, he said. This is an item of major concern to the nation because itinerant farm crews will not be able to migrate to points where they are needed unless some provisions are made so that they can secure automobile tires and automobiles so essential for their transportation.

The Committee adjourned at 8:50 p.m.

A subcommittee meeting was held with representatives of the employment service and the WPA, at which an understanding was reached between the two agencies relative to referral of individuals to training classes and to defense employment.

The subcommittee adjourned at 10 p.m.

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## TENTH REGIONAL LABOR SUPPLY COMMITTEE

Tenth Meeting Held December 1, 1941

New Orleans Hotel, New Orleans, Louisiana

MEMBERS AND ALTERNATES PRESENT DURING EXECUTIVE SESSIONS:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
Robert Ansley, National Youth Administration
William G. Carnahan, Minorities Section, OPM
James C. Evans, Negro Employment and Training Section, OPM
Paul H. Figg, U. S. Civil Service Commission
E. H. Jennings, U. S. Civil Service Commission
J. C. Kellam, State Director, NYA, Texas
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
Frank L. Miller, U. S. Office of Education
T. T. Word, Training Within Industry Section, OPM

OTHERS PRESENT AT OPEN MEETING:

C. A. J. Berger, Placement Supervisor, Louisiana State Employment Service
H. R. Bishop, Director, Louisiana State Employment Service
A. G. Buchanan, Placement Supervisor, Louisiana State Employment Service
Walter Burr, Labor Supply Division, OPM, Washington, D. C.
Charles N. Conner, Apprentice Section, U. S. Department of Labor
Walter F. Craddock, Division of Training and Reemployment, WPA
John R. Davis, Employment Manager, Delta Shipbuilding Corporation
B. H. Day, Manager, New Orleans Office of Louisiana State Employment Service
William L. Donnels, American Federation of Labor
N. P. Folse, Division of Employment Security, Louisiana
Captain Warner W. Hall, Birmingham Ordnance District
Roy L. Haynes, Bureau of Employment Security, San Antonio
Bryce P. Holcombe, U. S. Conciliation Service
C. C. Huffman, Administrator, Louisiana Division of Employment Security
R. E. Judd, Manager, Division of Contract Distribution, New Orleans
Ralph S. LeBlanc, Shop Superintendent, NYA, Louisiana
W. H. O'Kelley, Supervisor, Louisiana State Employment Service
Ernest L. Marbury, Labor Supply Branch, OPM, Washington, D. C.
F. C. Pieper, CIO, New Orleans
Louis Sahuque, American Federation of Labor
H. M. Thackery, American Federation of Labor
A. Triche, Director, Defense Training, Louisiana
Steve Turner, American Federation of Labor
Craig S. Vincent, Area Representative, U. S. Employment Service, Washington
E. E. Webre, Administrator, NYA
E. H. Williams, President, State Federation of Labor
Mrs. T. E. Wilson, Secretary, Division of Employment Security, Baton Rouge

MEMBERS ABSENT:

W. L. Childs, Management Section, OPM
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
H. W. Fletcher, Training Within Industry Section, OPM
Colonel Dwight Horton, United States Army, Selective Service
P. E. Locke, Division of Contract Distribution
R. H. McNew, Training and Reemployment Division, WPA
John Pritchard, Defense Training Section, NYA
B. J. Walker, Department of Agriculture
W. R. Woolrich, Engineering, Science, and Management Defense Training, U. S. Office of Education

ALTERNATES ABSENT:

C. Z. Crain, Training and Reemployment Division, WPA
A. C. Martin, Jr., Bureau of Employment Security

## 1. Morning Executive Session, 9 o'clock

Members and Alternates Present: Ansley, Carnahan, Evans, Figg, Jennings, Kellam, Lewis, Miller, Wood, and Word.

Minutes of the previous meeting at Houston were approved by the Committee as written.

### (1) Welding Rods Given Priority Rating for Training Classes

Background information: At the Houston meeting Mr. James R. D. Eddy, State Director of Vocational Training in Texas, reported that training classes in welding faced a shut down within the week if a shortage of welding rods was not alleviated.

Mr. Wood read a letter from Mr. Eddy which indicated that for the present the problem had been solved. He indicated that an A-1-a priority on 30 tons of welding rods had been awarded the vocational training classes in Texas.

### (2) Surplus Supply of Trainees in New Mexico Tapped by Colorado

Background information: Since the demand was not sufficient to absorb the supply of trainees from defense classes in New Mexico and since this training was conducted to develop a supply for demand areas, the Committee made efforts to "market" the surplus New Mexico trainees and get them quickly into defense production work. Evidence of the success of these efforts was presented by the Chairman in the form of a letter from Mr. J. C. Mitchell, Director of the New Mexico State Employment Service.

Mr. Mitchell reported that as a result of telephone and telegraph communication between Mr. Wood and Mr. John E. Gross, Regional Representative of the Bureau of Employment Security in Denver, Colorado, a clearance request was obtained for New Mexico trainees from the Remington Arms Company at Denver. Arrangements were made for pooled interviews at selected New Mexico towns by representatives of the Remington Arms Company.

The report indicated that 75 applicants were interviewed and 34 were employed. Plans are to be made for subsequent trips of Remington Company representatives to New Mexico during the next eight months and for additional pooled interviews with New Mexico trainees.

Mr. Walter Burr, Labor Supply Division, OPM, asked if clearance of New Mexico trainees resulted from efforts made by the Committee. The Chairman replied in the affirmative and praised the fine cooperation rendered by Mr. Gross in Denver. He indicated that a fine piece of work had been done by Mr. Mitchell and the New Mexico State Employment Service.

Mr. Travis Lewis, Apprenticeship Section, U. S. Department of Labor, stated that no alarm should be expressed over the fact that some New Mexico trainees were not employed by Remington Arms Company who had been trained for work on a machine which is not used by Remington Arms. He said that it is a simple matter to move a man trained on one machine to another type of equipment.

### (3) Report by Mr. T. T. Word of Contact with Southern Aircraft Company

Background information: At the Houston meeting Mr. Word agreed again to contact Mr. Willis Brown, President of the Southern Aircraft Corporation at Garland, Texas, in company with Mr. Henry LeBlanc, of the Texas State Employment Service, to secure employment data from this defense contractor.

Mr. Word reported that Mr. Brown was out of town and that he had been unable to arrange a conference but would accompany Mr. LeBlanc to see Mr. Brown on Wednesday, December 3. He indicated that the Southern Aircraft Corporation now employs 195 and that probably by February 1 it will employ approximately 300.

Mr. Wood read a telegraphic reply to his wire to the Aircraft Company which indicated that basic data desired by the Committee was being assembled and that contact would be made the first of the week with the Texas State Employment Service in order to complete a report by December 4, the date designated in Mr. Wood's request.

The Chairman read a letter from Mr. Fred Weyand, Occupational Analysis Section, Dallas, in which he reported that he had made numerous efforts to make an appointment with Mr. Brown by mail and by telephone, that all of his attempts had met with failure and that he did not believe it advisable to spend more time trying to gain admission to the plant of the Southern Aircraft Corporation for the purpose of assisting that organization in job analysis. Mr. Weyand stated that when Mr. Brown specified a date on which the whole matter could be discussed, he would attend such a meeting.

### (4) Employment Data from Brown and Root Inc., Texarkana

Background information: Colonel Dwight Horton was assigned to contact Army officials at the Texarkana job of Brown and Root Inc., in order to arrange for labor schedules and employment data for the Texas State Employment Service and other agencies.

Colonel Horton was absent from this meeting and the Chairman read a letter from Brown and Root Inc., which stated that the company was unable to send a representative to the Shreveport meeting because of urgent business.

### (5) Request for Information from Baytown Ordnance Works

Mr. Wood read a telegram addressed to Lieutenant Colonel Rife, Executive Officer of Baytown Ordnance Works, Baytown, Texas, which requested that labor schedules and employment data be furnished the Texas State Employment Service on the Baytown Defense project. The Chairman stated that no reply had been received. He also read a letter from Mr. J. H. Bond, Director of the Texas State Employment Service, advising that ES-270 reports for this establishment would be discontinued until the necessary information is available to the Texas agency.

### (6) Report from Texas State Employment on Training for Specific Employers

Background information: At the request of the Consolidated Steel Corporation, Ltd., Orange, Texas, and the Pennsylvania Shipbuilding Company, Beaumont, the Council of State Administrators for Texas made plans to allocate training in certain occupations to meet specific needs of these employers.

Mr. Frank L. Miller, U. S. Office of Education, read a report from Mr. J. H. Bond, Director of the Texas State Employment Service, and related correspondence concerning action taken by the Council of State Administrators to provide trainees for two shipbuilding yards in the State.

At the request of Consolidated preference will be given men 28 years of age or over who are referred for training in courses pointed toward employment in this yard, which has made the major demand for trainees.

Training for the shipyards in specific occupations will be conducted at Henderson, Commerce, Palestine, Mineola, Jacksonville, Sulphur Springs, Orange, Nacogdoches, Silsbee, Beaumont, and Liberty, Texas. Course outlines are avialable and part of the equipment has been purchased and the additional necessary items will be secured as rapidly as possible. These classes will provide trainees on a demand schedule basis in the following occupations: Outside Machinists, Marine Pipe Fitters, and Marine Electricians. Courses for Outside Machinists and Marine Pipefitters will require about six weeks and the courses for Marine Electricians will require from three to six weeks.

From an over-all standpoint it was indicated that the supply of trainees, as determined by a special inventory by the Texas State Employment Service, will be adequate to meet the demands.

Included in the report was a copy of a letter from Mr. F. J. Lackey, Personnel Manager for Consolidated, who indicated that no attempt was being made by his company to discriminate against any age group or to set up arbitrary age limits for training classes; but that: "The present personnel is somewhat top-heavy with people falling in the age group from 18 to 25 . . . . it is an attempt to even out our over-all personnel insofar as age groups are concerned. In order to do this, our requirements should now be met with men of more mature age . . . . Too, it is becoming increasingly difficult to obtain occupational deferment under the Selective Service and Training Act of single men under 28 years of age who are in training."

Mr. Miller suggested that since the program of training to meet the requests of Texas shipbuilders was so apparently well in hand and since Delta Shipbuilding Company in Louisiana did not desire that training allocation be made to the yard in Louisiana, it was his feeling that this matter was being adequately handled.

The Chairman stated that the Committee would continue its interest from an over-all standpoint in the training for specific employers insofar as it affected the total labor supply picture.

Mr. J. C. Kellam, State Director, NYA, Texas, stated that it was his feeling that a training program set up to run from three to six weeks per course was an indictment of the whole training program. It is his conviction that the training program could do a great deal more for the employers and these training classes could serve their purpose much better if they were set up on a long range basis of at least twelve weeks.

If trainees are not employed at the completion of these short period training courses, the Council of State Administrators will reorganize the classes and extend them to afford sufficient training to enable the students to qualify for work with employers in any locality.

Mr. Miller pointed out that a gentlemen's agreement had been reached between the Pennsylvania and the Consolidated people that they would not pirate trainees from the other company's classes and that the Committee would be glad to help further this spirit of indicated cooperation between the shipbuilders.

### (7) Job Analysis Work at Consolidated Shipbuilding Plant in Orange, Texas

The Chairman read a letter from Mr. Weyand, Occupational Analysis Section of the United States Employment Service Division, reporting that arrangements have been made for preparation of job descriptions for the Consolidated yard at Orange. Two job analysts have been assigned to prepare a representative job description. Upon completion of this work, if it is deemed desirable by the company that the job analysis work be continued, these men will follow through on the assignment.

### (8) Instructions Authorizing Training Beyond Local Needs in Certain Defense Occupations

The Chairman read a memorandum from Mr. R. M. Barnett, OPM, which outlined instructions and authorized training in certain specific defense occupations, including Machine Tool Operators, Arc Welders, Riveters, Sheet Metal Workers, etc., beyond locally known needs in the States.

Question was raised as to whether or not all-out training could be given beyond local needs except in instances where demand was known specifically to exist in other States. Paragraph 2, for example, of the instructions reads: "Training in these subjects should be specific for specific jobs known to be open in other parts of the country."

Mr. Kellam asked that the Committee authorize the Chairman to express the feeling of the Committee with respect to the above-mentioned memorandum and its relation to NYA work-experience training on the Gulf Coast. The Chairman agreed to advise the Bureau and the OPM that it was the expressed belief of the Committee that the NYA Resident Center at South Houston and allied shops should continue on a three-shift basis to train sheet metal workers for shipbuilding employers in the Gulf Coast region, instead of revising schedules to include training for aircraft sheet metal workers at these centers.

Mr. Kellam pointed out that equipment had been set and schedules established to turn out trainees to meet the demands of shipbuilders. Compliance with the memorandum to provide "all-out" training in aircraft would necessitate a change in classes at Houston to provide use of shops on one shift for aircraft and one for shipbuilding, while the major need in this locality is in the latter industry for which the classes are now set up and operating. It is essential that this program be maintained, he said. Training classes at Dallas, Fort Worth, and other North Texas points have been turning out trainees for the aircraft industry faster than they have been employed, he remarked. Facilities at numerous other points in Texas can be utilized, he said, to supply any needs which may develop for aircraft workers, and workers in other industries.

In answer to a query as to apparent need for assembled information on availability of trainees for meeting demands on a national basis, Mr. Wood read a telegram from Mr. Martin F. Carpenter, Chief of the U. S. Employment Service Division, requesting the State Employment Services to report by December 15 any surpluses or deficits of defense trainees. Mr. Wood said he believed such information can be used on a national basis for planned utilization of any surpluses of trainees and for better coordination of a nation-wide training program.

The Committee expressed satisfaction that such efforts were being made so that arrangements can be made for prompt placement of trainees produced beyond local needs.

### (9) Training of Negroes in Louisiana

Mr. Miller reported that a class of 20 Negro welders had completed the course Friday night of last week. New equipment has been purchased to replace rented equipment and this will be installed in a new building at a Negro school in New Orleans as soon as construction is completed. Training in Firebrick Layers is "going along fine and some of these trainees have already been placed," he said.

He also stated that he had been informed that recently a group of men had gone out to the Negro training school in New Orleans with the intention of "burning the place down but did not do so and had later looked into the situation and decided the trainees could not pass the necessary tests anyway, and let it go at that."

Mr. Miller said that on a comparative basis of percentages of class enrollment Negro trainees are not being employed in Louisiana as rapidly as white trainees, and this in spite of the fact that the number of Negroes in training is proportionately much smaller.

Mr. William G. Carnahan, Minorities Section, OPM, asked where Negroes are now available and qualified as a result of training. Mr. Miller replied that they were available at Baton Rouge and that some are in New Orleans who were to have completed a course of 12 weeks of training on November 28.

## 2. Afternoon Executive Session, 5:30 to 7:15 o'clock

Members and Alternates Present: Ansley, Carnahan, Evans, Jennings, Kellam, Lewis, Miller, Wood, and Word.

Comments by Mr. Burr: Mr. Burr suggested that it would be desirable for members of the Committee to attend luncheon clubs, meetings of civic groups, and those with an understanding of labor's viewpoint to labor group meetings, for the purpose of disseminating information on activities from a national viewpoint on the labor defense front so that the people can be made to realize the seriousness of the job to be done. He said contacts with relatively small groups would do more than anything else to dispel public apathy.

During the morning session, the Chairman distributed to members copies of a suggested speech for their use, which had been prepared by the Informational Service. Mr. Wood suggested to the members that this material be used in connection with preparation and presentation of addresses before local groups. Copies of other informational material from the Bureau and OPM were also distributed to the members at the meeting.

ESMDT Training: Mr. Kellam stated that the various officials conducting Engineering, Science, and Management Defense Training at the several educational institutions in the region do not consult with the Employment Service, the NYA, or with vocational training agencies before setting up classes. He suggested that duplicated training efforts might be avoided and more complete labor supply information made available to the Committee if closer coordination could be effected between the ESMDT program and other agencies concerned with this activity.

Mr. Burr indicated that he would discuss the subject in Washington. Mr. Wood reported that Dean Woolrich had informed the Committee that individuals conducting ESMDT did not make written reports to him. He indicated that a list of officials in charge of the various classes furnished by Dean Woolrich will be forwarded to the Employment Services so that closer coordination can be developed at each local point where such training is being conducted.

Job Instructor Training: Mr. Burr praised the work being done by Mr. T. T. Word, TWI, and suggested that he make a report to the Committee and inform them about the progress of his work and that he indicate the names of plants in which the TWI program is used.

Mr. Wood remarked that all members of the Committee followed the policy of using local offices of the Employment Service as the focal point of contacts with employers; and it was essential that these local offices be fully informed on progress made by TWI in the particular areas which the local offices serve.

He explained it was necessary that the Employment Service be kept informed in complete detail as soon as a plant instituted within-plant training so that a revised labor schedule can be prepared immediately. Use of upgrading, job dilution, and other phases of the TWI program affects the entire program for meeting the over-all labor demands of an employer's establishment, he pointed out. Those responsible for training must keep their program geared to the employer's needs and if certain parts of the over-all labor demands are being met in the plant, then schedules of training must be revised accordingly. The Employment Service must revise its plans so that no unnecessary effort will be made in its interviews, referrals, and general planning. Full and specific information as to the names of employers who use TWI in whole or in part, the number of employees included in up-grading, etc., is of interest and concern to all agencies affiliated in the program, Mr. Wood declared. This must be done so that every phase of the entire program can be coordinated through cooperation.

Mr. Burr added that the biggest opportunity to develop the defense program is to develop within-plant training to the "nth" degree. He suggested that if plant efficiency can be increased by 5 per cent by a within-plant program, that is better than if the Employment Service referred a lot of workers to the plant.

Mr. Word explained that "JIT" was designed to teach men how to give instruction on the job. The course involves 10 hours of intensive instruction to teach a person how to teach someone else, no matter what type of work he performs.

Shell Oil Company Defense Contractor?: The Chairman reported that his records did not indicate that the Shell Oil Company is a defense contractor and that he would refer this matter to his Bureau and to OPM to make this determination before taking action with respect to unfair labor practices which have been reported to exist.

Mr. Kellam asked Mr. Carnahan if he had conferred with the labor union on this subject. Mr. Carnahan said he expected to meet this week with the executive committee of the union and would report the results at the next session of the Labor Supply Committee.

If the Shell Company is a defense contractor, Mr. Wood said he would appoint a committee to include the Management representative and Mr. Carnahan to investigate matters brought up for discussion at the meeting in Houston.

Minorities and Information for Fair Labor Practices Committee:

Mr. Carnahan reported instances of discrimination against Negroes at Freeport and Negroes and Mexicans at Brownsville, and that he would appreciate help from the Committee towards solving the problem.

He said that this was one phase of the program with respect to which he felt the Committee was failing.

The Chairman suggested that Mr. Carnahan submit written reports to the Committee, detailing the specific assistance he desired of the Committee, and explain what he wanted the Committee to do. It was pointed out that to date no specific request for assistance had been received from Mr. Carnahan.

Mr. James C. Evans, Negro Employment and Training, OPM, suggested that the Committee obtain all information relative to discriminatory labor practices and unfair labor policies followed by employers which can be made available to the President's Fair Labor Practices Committee.

Apprenticeship Training: Mr. Travis J. Lewis, Apprenticeship, U. S. Department of Labor, reported that North American Aircraft at Grand Prairie, Texas, does not plan to use apprenticeships unless extended contracts are obtained.

Civil Service Report: Information on labor schedules and employment by Government establishments at the U. S. Naval Air Training Station at Corpus Christi and San Antonio Air Depot, San Antonio, Texas, had been submitted by the Civil Service to the Texas State Employment Service, Mr. E. H. Jennings, U. S. Civil Service Commission, told the Committee. Mr. Bond wrote that the data were satisfactory, Mr. Jennings said.

Next Meeting at San Antonio: The Committee decided to hold its next meeting at San Antonio on December 22 instead of holding it at Fort Worth on December 15-16, as previously scheduled.

## Open Session, 2 p.m.

The open meeting, attended by labor representatives, defense employers, representatives of the Louisiana State Employment Service, and other State and Federal agencies, was devoted to general discussion of the defense program and Louisiana participation.

A summary report on labor demand and supply, prepared from data gathered by the Louisiana State Employment Service, was read. This report indicated that between November 1941 and April 1942 hirings will exceed lay-offs by 1,752, exclusive of increased openings from large defense construction jobs scheduled to begin during the period.

Of 138 defense establishments in the State, 114 anticipate no change in the number of personnel during the next six months. Of the remaining 24, three anticipate hires and lay-offs, 16 anticipate hires, and 5 anticipate lay-offs.

Mr. H. R. Bishop, Director of the Louisiana State Employment Service, stated that recent instructions authorize training in Louisiana beyond local needs. He said that clearance orders for trainees had not been received from other States or regions and that his agency was interested in receiving such orders.

Mr. Wood stated that the problem in Region X is one of unused labor supply as contrasted with labor shortages in other States. He then read Mr. Martin Carpenter's telegram requesting data on available supplies of trainees and suggested that efforts are being made to assemble information on a national scale so that trainees available in one section can be placed in defense production work in another section where a demand exists.

Mr. W. H. O'Kelley, of the Louisiana Employment Service, read a report on training in Louisiana for known defense needs. The report indicated that 1,951 are enrolled in present classes.

Mr. John R. Davis, Employment Manager for Delta Shipbuilding Corporation, stated that his company was receiving 100 per cent cooperation from the Employment Service, training schools, and other agencies. Employment at his yard has now reached the 2,000 mark and it is expected that the peak will be reached in May or June of 1942. "It looks like we can adequately man the job," he declared, "and we have no problems to present to the Committee."

Mr. Word indicated that a JIT class was being started at the Delta yard next week.

Mr. R. S. LeBlanc, NYA Shop Superintendent, Louisiana, reported that difficulties had been encountered in obtaining supplies of welding rods and small material necessary for machines for training purposes. Mr. Ernest L. Marbury, Labor Supply Branch, OPM, and Mr. Burr agreed to work together on the problem to see if they could assist in getting action in Washington.

Dr. Triche said that "getting delivery of electrodes and equipment is a nightmare." He indicated OPM officials had been able to guarantee a sufficient amount needed to maintain the classes at full time. "We'll train until we use up our allotment and then we'll have to quit there," he declared.

Mr. E. H. Williams, President, Louisiana Federation of Labor, said that when the defense building program is over, many construction workers will be without employment. He suggested that perhaps these workers can be trained for shipbuilding occupations or for jobs in other essential industries.

"We know we are going to need all the men we can get and in all probability there will be a greater need for training than we have ever had before," he declared.

A. F. of L. representatives reported that the New Orleans Manufacturing Company with 150 employees faced a shutdown due to priorities and asked for suggestions as to how they could help the employer secure a defense contract.

Mr. Wood suggested that a report be made to the Contract Distribution Division through the local office of the Employment Service. He reminded the union officials that their organizations could render a great service through such cooperation, and added that a Labor representative on the Committee has been urgently needed but has not been appointed.

Mr. R. E. Judd, Manager, Contract Distribution, New Orleans, explained the functions of his organization and its service.

Mr. Burr emphasized that the Chief of Labor Supply of OPM has said again and again that workers affected by priorities must be given primary consideration. He reminded those present that this war is one of production and it is essential that workers be kept on production.

It is encumbent upon the Employment Service to transfer workers, displaced because of priorities, to related jobs in other plants or place them in training. It is likewise encumbent upon the union to push the matter, get the Government agencies into action, and help the workers find a job--in a defense plant if possible, he said.

Mr. F. C. Pieper, CIO representative, Louisiana, deplored the fact that a Labor representative has not yet been designated a Committee member. He repeated a point made in his appearance before the Committee recently at Shreveport that employers should be thoroughly familiarized with the program of the Committee and trained on how to use it.

Mr. Wood suggested that some employers had to protect their bank credit and therefore were reluctant to give out information which might cause any curtailment of their credit which may be essential to continued operation of their plants.

## ASSIGNMENTS AND ACTION

Mr. Carnahan will report on a meeting with union representatives relative to reports of labor minorities discrimination in the Houston area.

Colonel Horton will report on contacts with Army Ordnance officials at Texarkana relative to labor demand information at defense establishments there.

Mr. Word will make a detailed report on the progress of TWI and JIT in the region, including a complete list of plants in which this program is underway in whole or in part, number of employees involved in these plants in any phase of the within-plant training program, the number and type of courses now underway, and a resume of current activities in this field.

The Chairman was authorized to write OPM and express the feeling of the Committee that sheetmetal classes in the Gulf Coast area should be continued on a three-shift basis of training specifically for the needs in the shipbuilding industry rather than effect changes to provide training in this section for aircraft sheetmetal work. Mr. Wood indicated that copies of correspondence on the subject will be sent to his Bureau and to Mr. J. C. Kellam at Austin.

Mr. Wood was asked to supply copies of a labor market survey on Louisiana, read at the meeting, to members of the Committee.

# LABOR SUPPLY COMMITTEE
# REGION X

901 Maverick Building,
San Antonio, Texas,
January 16, 1942

TO: All Members and Alternates,
Tenth Regional Labor Supply Committee

FROM: Office of the Acting Chairman

SUBJECT: Report of Ninth Meeting of Tenth Regional
Labor Supply Committee

Attached is a mimeographed copy of my report of the eleventh meeting of the Tenth Regional Labor Supply Committee, held at the Gunter Hotel in San Antonio, Texas, January 7, 1942. Also attached is an outline of the agenda for the meeting.

Irving W. Wood,
Acting Chairman,
Tenth Regional
Labor Supply Committee

Attachments

## AGENDA, ELEVENTH MEETING OF

## TENTH REGIONAL LABOR SUPPLY COMMITTEE

San Antonio, January 7, 1942

9 a.m.--12 Noon - Executive Session

I. Call meeting to order.
II. Self-introduction of old and new members and alternates.
    A. Remarks on organization and function of Committee.
III. Minutes of previous meeting.
    A. Motion to revise or amend.
    B. Motion to approve as amended.
IV. Signing of register by members and alternates.
V. Report of the Chairman on matters of Committee concern since its last meeting.
    A. Developments of interest to the Committee.
        1. Reorganization Labor Supply Branch, OPM
            a. Comments.
        2. Nationalization of U. S. Employment Service
            a. President's wire to Governors.
            b. Comments.
        3. Training of Older Men for Defense Jobs Urged by War Department officials.
            a. Report of Colonel Battley's New Orleans address, December 5, 1941.
            b. This address reaffirms warning voiced by Colonel Horton at Shreveport and Houston meetings.
        4. Bureau assignment of Racial Relations Specialist to Regional Employment Security staffs.
            a. Lawrence A. Oxley assigned to Regions IV, VII, and X; will be in Region X during February and May.
            b. Duties of Racial Relations Specialist.
        5. Plans to supply labor for agricultural defense production.
            a. Corson's memorandum of December 8, 1941.
            b. Comments.
            c. Designation of Regional Farm Placement Representative, W. B. McFarland.
        6. Any special topic.
        7. Information and reports distributed to Committee by Chairman since last meeting.
            a. Lay-offs due to curtailment and priorities.
            b. Summary report of "Labor Demand and Supply in Louisiana for Period November 1941--April 1942."
            c. Summary Colonel Battley's address on "Training of Older Men for Defense Jobs."

7. (Cont'd)
    - d. Labor Market Reports (ES-274) for Texas for period October 15--November 15; also Louisiana and New Mexico.
    - e. Labor Supply and Demand in Texas 1941, for period November 1941--April 1942. Acting Chairman's report to Region X Labor Supply Committee.
    - f. Priorities announcements from OPM.
      Do members utilize this material and desire to continue receiving it?

B. Action by Chairman since last meeting on Committee business.
1. Firms refusing to supply labor schedules and labor information.
    - *a. Southern Aircraft Company, Garland, Texas.
    - b. Baytown Ordnance Works, Baytown, Texas.
    - c. Red River Ordnance Depot, Texarkana, Texas.
    - *d. Finesilver Manufacturing Company, San Antonio.

    *Reports received.
2. Favorable answer secured to Mr. Kellam's request for OPM approval of continuance of NYA job experience and defense training in shipbuilding trades in Houston area.
3. Lay-offs due to priorities avoided by award of defense contracts by the Defense Contract Distribution Division of OPM, through Mr. Locke's office.
    - a. South Texas Machine & Manufacturing Company, San Antonio.
    - b. Southline Metal Products Company, Houston.
    - c. Orleans Manufacturing Company, New Orleans.
4. Effect of casualty insurance rates on employment of older workers.
    - a. Report by L. G. Graham.
5. Checkup on reported delay in defense training courses at Orange, Texas.
    - a. Labor Market Report Texas, October 15, 1941--November 15, 1941--Sheet 77 of 92.
6. Investigation of alleged pirating of skilled labor by certain Houston firms.
    - a. Report by Mr. T. T. Word and employment service in Texas.
7. Additional orders secured for New Mexico defense trainees, through the efforts of the Chairman and his staff.
    - a. Order received for entire trainee output of airplane classes in New Mexico.
8. ESMDT List of coordinators sent to E.S. for contact and labor supply data--results not known to date.

VI. Reports of members on assignments.
- A. Carnahan on minorities problem in Houston area.
- B. Mr. Miller on out-of-state applicants for defense training in Texas.
- C. Tracy T. Word on TWI program in region, including JIT.

VII. Reports of members and alternates.
- A. Call on all present (old members first).

  Note: Call on Miller--Report on Defense Training in New Orleans.

VII. (Cont'd)
  B. Call on Mr. Locke to explain DCD.
  C. Call on Mr. Poole to explain Priorities.
  D. Call on Mr. Walker to explain Farm Security Administration.
  E. Call on Mr. Lorehn to explain Management.

VIII. Any items of unfinished business to be brought up by members or alternates.
  A. Call upon members for such items.
  B. Is Shell Oil a Defense Contractor?
  C. Baytown Ordnance and Red River Ordnance Depot.

IX. Report by Mr. Marbury, Labor Supply Branch, OPM.

X. New business.
  A. Place, date, and frequency of meetings.
  B. Organization of local and State subcommittees.

2 p.m. - Open Meeting

XI. Registration of all those not previously registered.
XII. Welcome by Chairman to visitors and explanation of organization and objective of Committee.
XIII. Remarks by representatives of Management and organized labor.
XIV. Reports and comments from members of Council of State Administrators.
XV. Matters which members or visitors may wish to discuss.
XVI. Announcement of appointment for meeting between Messrs. Bond, Poole, Locke, Erickson, and Chairman on lay-offs due to priorities or curtailment.
XVII. Motion to adjourn.

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

Eleventh Meeting, January 7, 1942

Gunter Hotel, San Antonio, Texas

MEMBERS AND ALTERNATES PRESENT DURING EXECUTIVE SESSIONS:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
William G. Carnahan, Minorities Section, OPM
Paul H. Figg, U. S. Civil Service Commission
Colonel Dwight Horton, United States Army, Selective Service
J. C. Kellam, State Director, NYA, Texas
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
P. E. Locke, Division of Contract Distribution, OPM
R. H. McNew, Training and Reemployment Division, WPA
Frank L. Miller, U. S. Office of Education
John Pritchard, Defense Training Section, NYA
B. J. Walker, Department of Agriculture

James C. Evans, Negro Employment and Training Section, OPM
(Arrived at conclusion of final session.)

OTHERS PRESENT AT OPEN MEETING:

Harry W. Acreman, Executive Secretary Texas State Federation of Labor
J. H. Bond, Director, United States Employment Service, Texas
J. D. Crowder, Lieutenant Commander, USNR, Naval Liaison Officer for Selective Service, Austin, Texas
A. Duran, Central Labor Council
E. H. Elliott, United States Employment Service, San Antonio
Roy L. Haynes, Bureau of Employment Security, San Antonio
Wilbur Keith, Informational Service, Bureau of Employment Security
Henry LeBlanc, Assistant Director, United States Employment Service, Austin, Texas
E. L. Lorehn, Vice-President, Cameron Iron Works, Houston
Ernest L. Marbury, Labor Supply Branch, OPM, Washington, D. C.
Captain George S. Nalle, QMC, Liaison Officer Q.U.S.W., Austin
Major C. P. Noland, Birmingham Ordnance District, Birmingham, Alabama
Margaret M. Rendon, Pecan Workers Union, Local 172, San Antonio
Captain W. G. Stanton, Ordnance Department, St. Louis Ordnance District, Texas Sub Territory
Mel R. Summers, Senior Defense Operations Analyst, U. S. Employment Service for Texas
Maizie Tomez, Pecan Workers Union, Local 172, San Antonio
Hull Youngblood, Coordinator DCD-OPM, San Antonio

MEMBERS ABSENT:

W. L. Childs, Management Section, OPM
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
H. W. Fletcher, Training Within Industry Section, OPM
E. H. Jennings, U. S. Civil Service Commission
Edwin G. Moorhead, Lt. Commander, Headquarters Eighth Naval District
W. R. Woolrich, Engineering, Science, and Management Defense Training, U. S. Office of Education

ALTERNATES ABSENT:

C. Z. Crain, Training and Reemployment Division, WPA
A. C. Martin, Jr., Bureau of Employment Security
T. T. Ford, Training Within Industry Section, OPM
Major J. Lester White, State Occupational Advisor, Selective Service, Louisiana

## ACTION TAKEN AT EXECUTIVE SESSIONS

(9:00 a.m.—12:30 p.m.; 4:30—6:05 p.m.)

MOTION PASSED: To Authorize Chairman to Institute Action on Mr. Pritchard's Suggestion: "That a thorough study be made in Region X concerning the laws governing workers' compensation and insurance with a view to the ultimate employment of women, handicapped, and older workers into defense industry."

SPECIAL COMMITTEE appointed by Chairman to study present and future needs in the nation's man power under the war program, and to explore possible action which may be necessary to help prepare the public mind for full cooperation in efforts to utilize and unite the services of all citizens. Committee composed of Mr. W. G. Carnahan, Colonel Dwight Horton, and the Management representative.

MOTION PASSED: To Hold Next Meeting in Dallas, Texas, on Monday, January 19, Beginning Promptly at 9:00 a.m.

SPECIAL COMMITTEE appointed to discuss procedure to facilitate exchange of information between the Employment Service and the Contract Distribution Division offices. Membership of Committee: Mr. J. H. Bond, Director, United States Employment Service in Texas, Mr. P. E. Locke, Contract Distribution Division, OPM, and Mr. Irving W. Wood.

ASSIGNMENTS: (1) Mr. Miller was instructed to continue to give close attention to training being given for Consolidated Steel Corporation, Ltd., at Orange. Mr. J. H. Bond and Mr. Henry LeBlanc, United States Employment Service in Texas, will continue to work with Mr. Miller in this connection.

(2) Arrangements for the next meeting place in Dallas will be made by Mr. Bond.

(3) That members and alternates will make reports on special subjects at the time problems develop and will not delay submission of such reports until the actual meeting date of the Committee, was reiterated.

AGREED: That subcommittees to serve in certain areas or cities will be appointed to handle special problems, if and when such action is deemed necessary.

1. Morning Executive Session, 9:00 o'clock

Members and alternates present: Carnahan, Figg, Horton, Kellam, Lewis, Locke, McNew, Miller, Pritchard, Walker, and Wood.

After the Chairman had called the meeting to order, self-introductions were made and Mr. P. E. Locke, Area Manager, Contract Distribution Division, OPM, was introduced as a new member of the Committee in attendance for the first time.

On motion by Mr. Carnahan, an amendment to the minutes of the previous meeting in New Orleans was voted and the minutes as revised were approved.

A. Report by Chairman

To acquaint the Committee with developments since its last meeting, the Chairman presented his report which included (1) general developments of interest to the Committee, (2) action by the Chairman on Committee business since the last meeting, and (3) possible future developments in the labor market.

Mr. Wood pointed out that reorganization on the Washington level in the Labor Supply Branch of the OPM was very significant and expressed the belief that the Committee would be in a better position to operate effectively through the closer coordination thus effected in Washington. He also mentioned the recent nationalization of the Employment Service and read President Roosevelt's wire to all governors in this connection. He reported to the Committee that most of the work involved in this undertaking had been completed without disruption of service in any of the States in this region. He emphasized the fact that direct administrative and functional line control from Washington to the State divisions of the Employment Service is now exercized by the Director of the United States Employment Service.

Mr. Wood read a report of Colonel Battley's address in New Orleans on December 5, 1941, in which the training of older men for defense jobs was urged, as approved by War Department officials. He pointed out that Colonel Horton at the Shreveport and Houston meetings had expressed a similar warning of extremely heavy demands to be made by the War Department on the man power of the nation.

It was announced that a Racial Relations Specialist has been assigned to the regional staff of the Bureau of Employment Security in San Antonio; that Mr. Lawrence A. Oxley has been assigned to this position in Regions IV, VII, and X; and that Mr. Oxley will be in Region X during February and May. He discussed briefly the duties of the Racial Relations Specialist.

"Now that War is upon us," Mr. Wood said, "we must utilize all labor. Personally I am glad that Mr. Oxley is coming to assist the Committee in the educational program necessary in this section for the proper and full utilization of negroes and other minority groups," he said.

Plans to supply labor for agriculture and the "Food for Freedom" production efforts were discussed in detail. A memorandum dated December 8, 1941, from Mr. John J. Corson, Director of the United States Employment Service, was read to the Committee, and in this connection it was announced that Mr. W. B. McFarland, formerly District Supervisor with the Texas State Employment Service, has been designated as Regional Farm Placement Representative to have charge of the Farm Labor Program in Louisiana, New Mexico, and Texas. Mr. Wood expressed the belief that it soon may be necessary to appoint a subcommittee to work on the farm labor problem. Mr. Marbury injected a comment at this point that the time may come soon when women and older persons will have to produce the agricultural needs of the nation.

A summary was made of the reports distributed to the Committee by the Chairman since the last meeting, including OPM data on lay-offs due to curtailment and priorities, summary information on "labor demand and supply" in Louisiana, Texas, and New Mexico, and related data.

The Committee was informed that labor schedules had been obtained from the Southern Aircraft Company at Garland, Texas, as a result of the special request made by the Acting Chairman of the Committee. Similar success was reported with the Finesilver Manufacturing Company of San Antonio. Difficulties encountered at the Baytown Ordnance Works, Baytown, and the Red River Ordnance Depot, Texarkana, are being worked out on the Washington level on the basis of reports submitted by the Chairman on these two defense jobs for consideration by the OPM and the War Department.

In continuing his report, Mr. Wood said that a favorable reply had been received on Mr. Kellam's request for OPM approval of continuance of NYA job experience and defense training in shipbuilding trades in the Houston area. Also, instances were enumerated in which firms previously reported on Form ES-223 as facing shut-downs, have been awarded contracts by the Defense Contract Distribution Division of OPM through Mr. Locke's office. Among the companies mentioned in this connection were South Texas Machine and Manufacturing Company, San Antonio, Southline Metal Products Company, and the Orleans Manufacturing Company, New Orleans.

An announcement dated December 31, concerning the appointment of Lieutenant Colonel Nathaniel A. Burnell, United States Army, as Director of

Defense Training of the Federal Security Agency, and Colonel Burnell's designation by Associate Director General Sidney Hillman as Chief of the Defense Training Branch of OPM, was read by the Chairman. The announcement indicated that Colonel Burnell succeeds Colonel McSherry, the latter having been appointed Deputy Director of Labor Supply, OPM. It was indicated that the Director of Defense Training will work in close cooperation with Mr. Hillman and with Colonel McSherry in connection with labor supply and training within defense industries.

The Committee was advised that Mr. L. G. Graham, of the staff of the Chairman, had conferred with state insurance officials in Austin relative to employment requirements which would permit utilization of older workers on defense jobs.

Mr. Wood read a letter from the Employment Service Director in Texas in which it was indicated that a previously-reported delay in training courses at Orange, Texas, had been overcome and that needs of employers engaged in shipbuilding would be met on schedule. The letter indicated that the delay at Orange had been due to difficulties in locating suitable quarters and in securing qualified teachers for the various classes. Mr. Kellam commented at this point that all courses had now been started with the exception of a class in coppersmith work which is now being handled by the employer within his own plant.

Results of an investigation of alleged pirating of skilled labor by certain Houston firms from the Dow Chemical Company and the Austin Company at Freeport were summarized in a report by Mr. T. T. Word, TWI, and Mr. Henry LeBlanc, of the Employment Service in Texas. The investigation of the matter made by Mr. C. E. Belk, District Supervisor of the Employment Service at Houston, with Mr. Word indicated that no problem now exists and that action has been taken to remedy conditions in the locality. This action meets with the approval of the Dow Chemical Company, the report stated.

In concluding his report the Chairman also mentioned that additional clearance requests have been sent to New Mexico which will utilize all available trainees in aircraft occupations in the State.

B. Reports of Members on Assignments

(1) Mr. Carnahan: Report on Minorities Problem in Houston area.

In his report Mr. Carnahan stated: "I have requested information from OPM as to whether the Shell Refinery is considered a defense industry and whether the executive order would apply in this case. I have not yet obtained information in this regard." He said that he had several contacts with union officials representing the workers at the Shell Refinery with respect to the alleged discrimination against Latin-American workers at the plant located at Deer Park near Houston. Mr. Carnahan reported that these union officials had stated they felt that they would be unable to make any changes in the existing union contract, which at present includes a chart showing that laborers are excepted from the schedules for promotion. He also pointed out that, according to these union officials, neither Latin-Americans nor Negroes are mentioned specifically, but since they are employed by the Company only in this classification and the union has agreed that this grade worker is not entitled to promotional benefits, Latin-Americans are actually barred from promotion and are not upgraded. Mr. Carnahan said that he had made a more complete report on this case to Dr. Alexander and had asked advice and suggestions both as to how he should proceed and as to Committee action which might be helpful. He said that Dr. Alexander has agreed to visit this region in the near future and therefore recommended that further Committee action on the matter be deferred pending receipt of further advice from Dr. Alexander.

(2) Mr. Miller: Report on Discussion with Employment Service Officials Regarding Referral of Trainees.

Mr. Miller stated that he had met with Mr. Bond and Mr. Bishop of the employment service in Texas and Louisiana regarding registrations and referrals of applicants residing in one State to defense training classes in an adjoining State. He said that arrangements are working out nicely for the referral by the employment service of all trainee applicants. The problem is now being handled satisfactorily, Mr. Miller reported.

(3) Mr. Miller: Report on Establishment of Defense Training Classes at Orange.

A report was read by Mr. Miller in which it was indicated that equipment was being secured as rapidly as was possible, and that during the first week of December classes at Orange in marine pipefitting and electrical sheet metal were organized and are in operation. The course in coppersmith was abandoned at the request of the company, since this training need was being met by training on the job within the plant. The present program is minimum in size and is being expanded as rapidly as it is possible to obtain the necessary equipment, he said.

(4) Mr. Word: Report on Operations of TWI in District 18 For Period August 1—December 27, 1941.

The report indicated that chief efforts in the development of the Training Within Industry program have been devoted during the past five months to shipbuilding and aircraft contractors. Mr. Word's report, which was read by Mr. Kellam, reflected that plans are now being made to increase the scope of activities of TWI to all other defense jobs in Texas and Louisiana, including both primary and sub-contractors.

With reference to the Job Instructor Training, Mr. Word reported the following: 34 classes finished, 13 classes in progress, total number of companies served 9, total number now in JIT classes 170, number of certificates issued 352, and number enrolled 589. Four other firms will soon begin JIT training including Southern Aircraft Company, Garland, Texas; North American Aviation, Dallas; J. B. Beaird Manufacturing Company, Shreveport; and the Texas Steel Manufacturing Company, Port Arthur.

C. Reports of Members and Alternates

Mr. Pritchard suggested that the Committee become fully informed regarding the laws governing workers' compensation and insurance in the States in the region, in order that members might be in a better position to encourage the full utilization by employers of all workers in defense and war industries.

Mr. Wilbur Keith, Informational Representative, emphasized the importance of cooperation by individual members in furnishing the public with accurate information. He stressed the point that if the people are correctly informed with reference to activities of the Committee and its affiliated agencies, the Committee will be in a better position to render more efficient service through these agencies.

Comments were made by Mr. Carnahan, Mr. Lorehn, and Mr. LeBlanc, relative to the general labor supply and demand program.

2. Open Meeting, Afternoon Session

Members and Alternates present: Carnahan, Figg, Horton, Kellam, Lewis, Locke, McNew, Miller, Pritchard, Walker, and Wood.

In the afternoon meeting several members made reports and comments in continuance of the discussion of the morning subjects.

Mr. Walker reported that he had met with farm labor sub-committees in Louisiana and Texas, and remarked that plans were under way for handling any farm labor problem as it develops in the region. He said that fine cooperation existed between the Farm Employment Service and the Farm Security Administration. He remarked that data were being obtained regarding prevailing wage rates, harvesting seasons, and marketing programs in order that field operators assisting in the farm labor program can be supplied with complete and current information on local communities.

In connection with the over-all farm labor situation the Chairman expressed the belief that before accurate labor supply determinations can be made, a national labor policy with respect to importation of Mexican aliens will have to be clearly understood by farmers and members of assisting Federal agencies.

Mr. P. E. Locke explained the objective and operating policies of the Contract Distribution Division. He emphasized the fact that his organization does not place contracts nor orders but actually serves in the capacity of liaison between the plants and the contracting groups. He said that the main objective of his organization was to get the employers needing contracts together with the department having contracts to be filled.

Further comments were made by Mr. Hull Youngblood, Coordinator DCD-OPM; Captain George S. Nalle, Liaison Officer, Q.U.S.W.; Mr. Ernest L. Marbury, Labor Supply Branch; Mr. Henry LeBlanc, Employment Service in Texas; Captain W. G. Stanton, Ordnance Department; Mr. Lewis, Mr. Figg, Mr. Pritchard, and Colonel Horton.

Representatives of organized labor were invited to discuss before the Committee any problems or matters which were of special concern to them. Brief statements were made by Margaret M. Rendon, and Maizie Tomez, Pecan Workers Union, CIO; Mr. Harry W. Acreman, Executive Secretary, Texas State Federation of Labor; and Mr. A. Duran, Central Labor Council of San Antonio.

Mr. Harry Acreman recounted recent efforts made in the Southwest to bring Mexican aliens into this country to relieve alleged shortages of labor. Mr. Acreman said that so far as he had been able to determine there has been no shortage of labor of this type. He suggested that since farmers have a parity guarantee on cotton, a reasonable base should be set on farm labor wage rates and when this is done then there will be no farm labor shortage. He criticized the policy that has resulted in failure of many small plants in Texas to obtain defense contracts at a time when national production is so urgently needed. He also suggested that some form of control should be exercised to prevent issuance of inaccurate publicity regarding needs for labor on defense projects. Many instances have occurred, he said, where labor market displacement has been heavy, and needless migration has resulted from publication or issuance of untrue reports of labor needs. He reminded the Committee of a heavy increase in industrial accidents during the past eight months and remarked that the 22½ percent increase shown represented a loss of 2,400 man days of work daily. Mr. Acreman suggested that there was no need for a rigid medical examination such as given employees at most of the defense projects in the State.

In discussing the probable labor needs at the Lone Star Ordnance Plant at Texarkana, Mr. Henry LeBlanc, of the Employment Service in Texas, indicated that a 60 percent minimum of the employees will be women, and that it is possible that this percentage will go even higher. He stated that some 9,000 women likely will be needed at Texarkana and that these employees will have to pass a blood test before they will be accepted by the employer. Persons having a certain type of blood susceptible to poisoning from handling certain chemicals or materials will be employed in the ordnance plant where they would not have to handle such items, he explained. Arrangements will be made, Mr. LeBlanc pointed out, to conduct the necessary medical examinations at various towns in the State, at the points of residence of applicants. From an over-all standpoint the blood tests will not exclude applicants with certain blood types from employment, but these tests will govern the department or section of the plant in which they will be assigned to work after employment.

### 3. Afternoon Executive Session

Members and Alternates present: Carnahan, Figg, Horton, Kellam, Lewis, Locke, McNew, Miller Pritchard, Walker, and Wood.

The major portion of time of the afternoon executive session was devoted to the discussion of needs by the Army and Navy, and the heavy demand of man power of the nation to fill these needs. The point was stressed that war production is now paramount to everything else and that equipment must be built without delay for the armed forces. Colonel Horton pointed out that the program may mean that sixty-million people, including men, women, and children, will have to participate in the program before the present conflict is over.

"There is no such thing as community interest any more. There is nothing but national interest now and that must be kept in mind at all times," Colonel Horton remarked.

Employers must be informed and made to understand the seriousness of the situation, and they must be told that they will have to use such labor as is made available to them, he said. Need for training older workers, was also stressed.

During the discussion, it was brought out that a serious bottleneck in housing has threatened to delay work at Texarkana and other defense projects. Mr. Marbury informed the Committee that a housing coordinator is supposed to make his services available to the Committee. Mr. Locke said that he had been expecting such a coordinator to arrive at his office but added that no one had reported.

Prior to adjournment the Chairman urged the members to submit items for the agenda for the next meeting. "This is not my Committee," he said. "It is yours, and I must depend to a considerable degree upon the individual members to furnish topic suggestions for these meetings on problems which have come to their attention."

The meeting adjourned at 6:05 p.m.

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

Thirteenth Meeting, February 9, 1942

Hotel Beaumont, Beaumont, Texas

## MEMBERS AND ALTERNATES PRESENT DURING EXECUTIVE SESSIONS:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
William G. Carnahan, Minorities Section, WPB
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
Dwight Horton, Colonel, U. S. Army, Selective Service
E. H. Jennings, U. S. Civil Service Commission
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
R. H. McNew, Training and Reemployment, WPA
A. C. Martin, Jr., Bureau of Employment Security, USES, San Antonio
Frank L. Miller, U. S. Office of Education
Tracy T. Word, Training Within Industry Section, WPB

## OTHERS PRESENT AT OPEN MEETING:

Harry W. Acreman, Executive Secretary, Texas State Federation of Labor
H. A. Barlett, Grand Lodge Representative, Machinists
E. L. Bilodeau, Field Representative, U. S. Department of Labor
H. R. Bishop, Acting Director, United States Employment Service for Louisiana
J. H. Bond, Director, United States Employment Service for Texas
Alton M. Bryant, State Supervisor, Vocational Training Project, WPA
W. J. Burkett, Pipe Fitters Union, Beaumont, Texas
R. R. Clark, Pennsylvania Shipyards, Inc., Beaumont, Texas
Walter F. Craddock, State Director, Training and Reemployment, WPA of Louisiana
James R. D. Eddy, State Director, Vocational Education, Austin, Texas
Jim Fritts, State Department of Labor
L. B. Gough, Magnolia Petroleum Company, Beaumont, Texas
James Gupton, District Supervisor, State Board Vocational Education, Texas
Fred Hanscom, Personnel Director, Levingston Shipbuilding Company, Orange
R. L. Haynes, Bureau of Employment Security, USES, San Antonio
L. B. Herring, Jr., Consolidated Steel Corp., Orange, Texas
W. R. Hill, Brown Shipbuilding Co., Houston, Texas
John Hilliard, United States Employment Service, Austin, Texas
Newell A. Hogan, Consolidated Steel Corp., Orange, Texas
W. L. Holst, IBEW, Local Union No. 479
John D. Howard, USES, Beaumont, Texas
Owen R. Hutchinson, Informational Representative, USES, Louisiana
J. B. Keely, District Director, Training and Reemployment, WPA
F. J. Lackey, Consolidated Steel Corp., Orange, Texas
Henry LeBlanc, United States Employment Service

OTHERS PRESENT AT OPEN MEETING: (Continued)

J. E. Lindsey, Southwest Louisiana Trade School, Lake Charles, Louisiana
John P. Manning, Brown Shipbuilding Company, Houston, Texas
Ernest L. Marbury, Field Representative, Labor Division, WPB
Howard May, United States Employment Service, Austin, Texas
Thomas M. Mobley, Hughes Tool Company, Houston, Texas
Major C. P. Noland, Birmingham Ordnance District, Birmingham, Alabama
M. L. Olsen, Pipe Fitters, Beaumont, Texas
C. L. Quinn, Pipe Fitters, Beaumont, Texas
Walter Rolfe, Chairman Department of Architecture, University of Texas
Jack W. Rowland, WPA, Houston, Texas
F. S. Scanlan, Jr., Business Agent, Marine Pipe Fitters
H. J. Stafford, WPA, San Antonio, Texas
Captain W. G. Stanton, Ordnance Department, U. S. Army, Houston
Andrew Triche, State Director, Defense Training, Baton Rouge, Louisiana
M. J. Trombley, Oil Workers International Association, Port Arthur, Texas
O. A. Walker, IBEW, International Representative

MEMBERS AND ALTERNATES ABSENT:

Robert Ansley, Defense Training, NYA
W. L. Childs, Management Section, WPB
C. Z. Crain, Training and Reemployment, WPA
James C. Evans, Negro Employment and Training Section, WPB
Paul H. Figg, U. S. Civil Service Commission
Harold W. Fletcher, Training Within Industry Section, WPB
J. C. Kellam, Defense Training, National Youth Administration
P. E. Locke, Division of Contract Distribution, WPB
Lieutenant Commander Edwin G. Moorhead, Headquarters Eighth Naval District
Captain George S. Nalle, QMC, Liaison Officer Q.U.S.W., Austin
John Pritchard, Defense Training, NYA
B. J. Walker, U. S. Department of Agriculture
Major J. Lester White, Selective Service, Louisiana
W. R. Woolrich, ESMDT, U. S. Office of Education

## ACTION TAKEN AT EXECUTIVE SESSIONS

(9:20 a.m. -- 1:45 p.m.; 5:45 -- 7:45 p.m.)

MOTION PASSED: To Adopt the Following Resolution: "As A Guide To The Training Agencies Concerned, The Committee Suggests That These Agencies Increase As Quickly As Possible Training Opportunities Available to Negroes In National Defense Training Classifications; Furthermore, That Special Review Be Made Of Training Opportunities Available To Latin-American Citizens To Provide For Full Participation Of This Group Where Available For Training."

MOTION PASSED: That The Chairman Forward To The War Production Board A Committee Recommendation That Authorization Be Given The Army, The Navy, And The Maritime Commission To Assume Full Responsibility And Be Given Funds And Authority To Arrange For The Necessary Housing, Sanitary Facilities, Water Supply, Transportation, Etc., As Needed In Critical Defense Areas. The Committee Authorized Colonel Horton To Prepare The Formal Recommendation In Written Form For Submission By The Chairman Through Proper Channels To Officials Of The WPB.

MOTION PASSED: To Hold The Next Committee Meeting in New Orleans, Louisiana, On Tuesday, March 3, Unless Notified To The Contrary By The Chairman.

ACTION TAKEN: Colonel Horton and Mr. Henry LeBlanc, of the United States Employment Service, were appointed on a committee to contact the proper service representative of the Ordnance Department at the Louisiana Ordnance Works, Minden, Louisiana, and investigate practices there with respect to recruitment of production workers. They were requested to report as soon as possible on their findings, and in any event at the next meeting of the Committee.

ACTION TAKEN: A committee, composed of Messrs. McNew, Miller, Bond, and Kellam, was appointed by the Chairman to explore the possibilities for use of and need for full utilization of available NYA defense training facilities in Region X.

ACTION TAKEN: The Chairman instructed Mr. Bond to have the employment service investigate the situation at Rockport with respect to labor demands in the shipbuilding industry and report to the Committee on existing needs and recommend action to meet these needs.

ACTION TAKEN: Mr. Erhard and Mr. Lewis were appointed as a committee to determine the extent and nature of the reported problem in connection with placement of apprentices on defense jobs in Louisiana. A report was requested by the Chairman as soon as it can be submitted.

## 1. Morning Executive Session, 9:20 o'clock

Members and alternates present: Carnahan, Erhard, Horton, Jennings, Lewis, McNew, Martin, Miller, Word, and Wood.

The meeting was called to order by the Chairman and the members and alternates were requested to sign the attendance register.

### A. Report by Chairman on Developments of Interest to the Committee

(1) Transfer of Labor Division to WPB:

The Chairman informed the members that the Labor Division of OPM has been transferred in its entirety to the War Production Board, and that no change has been made in relationships with the Labor Division, the Committee continuing to function as formerly.

(2) Inventory of Occupational Skills:

Announcement was made of preliminary plans for the employment service to obtain an inventory of occupational skills of men registered by Selective Service.

(3) Additional Defense Training in Certain Occupations in Texas:

The Committee was informed that a recent proposal by the Council of State Administrators for Texas to institute additional defense training in several occupations, for which facilities are available, has not been approved in Washington since needs are not sufficiently acute. Mr. Bond indicated in this connection that the Council of State Administrators for Texas believed that proposed training to use available facilities should be set up to meet future needs even though demands do not exist at present in the occupations for which training has been suggested. He said that the Texas Council was not satisfied with the determination made on its proposal and that further consideration will be requested.

The need for training of Negro Welders in New Orleans was discussed by the Chairman. He informed the Committee that the employment service has been requested to obtain information concerning availability of Negro Welders as shown by application files in the New Orleans office. Mr. Bishop, Acting Director for the Employment Service in Louisiana, said that only about three or four Negro Welders were available in the active files. Mr. Carnahan said that he had received no report of any unfilled needs for Negro Welders in New Orleans.

Mr. Wood emphasized the fact that in view of heavy demands on man power for the armed services and the increasing need for workers in the production of war materials and equipment, plans should be made now to train all minority groups including Negroes, even though a demand does not now exist for such workers. He said the time is soon coming when they will all be in demand. He declared that the Committee needed some definite indication from the WPB that it was in deadly earnest and that one of the best ways to indicate this fact would be an order for training a definite quota of Negroes. He insisted that a definite national policy should be announced which will indicate the minimum number of courses and the training stations to be allocated to Negroes and other minority groups in the various States. It is almost a foregone conclusion that Negroes will be needed in industry, the need is coming soon and we must get started now on this problem, he told the Committee.

(4) Directives

Recently-received directives on the following subjects were read and discussed: War Displacement Benefits, WPA-USES Cooperation on War Displacement Benefit Policy, and Joint Policy of Farm Security Administration and USES.

In commenting upon the topic of war displacement benefits, Mr. Wood stated that final plans and action are dependent upon congressional action on pending legislation.

He praised the arrangement made with the FSA whereby employment service interviewers will be provided offices for use in referral of farm workers from the FSA camps. This same plan, he said, has been in effective operation in Texas during the past two years.

(5) Refusal by Defense Employers to Furnish Information:

Several firms in Texas have recently refused to divulge labor demand information in accordance with instructions from the War Department which prohibit issuance of any data relative to production of aircraft or aircraft parts. Since the same interpretation of these instructions will probably be made by other companies, the Chairman pointed out that action should be taken immediately in Washington to request employers to furnish essential information needed by the employment service and training agencies in planning to meet the labor needs of the companies involved. Mr. E. L. Marbury, Field Representative of the WPB, stated that he would see if he could bring this problem to the attention of proper authorities in Washington.

(6) Reports Distributed to Committee:

Included in material sent to Committee members since the last meeting was a Texas labor market report for the period of December 15, 1941 to January 15, 1942, and a bulletin concerning appointment of Mr. Donald M. Nelson as Chairman of the WPB with full authority to mobilize industrial production to meet war needs.

B. Defense Housing

The Chairman informed the Committee that he sent a report to Washington on February 2 relative to critical housing needs at Texarkana, Orange, Freeport, Minden, and Sterlington. Colonel Horton was requested to draw up a resolution in accordance with recommendations by the Committee, proposing that the Army, the Navy, and the Maritime Commission, should be given authority and funds to take the necessary action to meet housing needs in critical defense areas.

A news article from the Velasco World of January 29, relative to housing at Velasco, near Freeport, Texas, was read. This article indicated that the Reconstruction Finance Corporation is underwriting the entire defense housing program at Velasco and intends to build 3,000 temporary houses, 24 large barracks, and 45 utility buildings.

The following exerpt from the January 30 report of the Federal Regional Advisory Council was read in connection with the discussion on housing:

> "Charles F. Palmer, Coordinator of Defense Housing, in a letter dated January 19 to Brigadier General Philip B. Fleming, FWA Administrator, authorized the Federal Works Agency to proceed with construction of 11,255 demountable houses in 12 defense localities (130 dwelling units in Roswell, New Mexico, and 500 units in Texarkana, Texas-Arkansas). This order was for the third

group of defense housing projects to be built under the recent Presidential allocation of $153,000,000. On the same date, according to the Division of Defense Housing Coordination news release, the third group of temporary shelter projects to be built under the recent Presidential allocation of $13,000,000, was approved by Mr. Palmer. The Farm Security Administration received notice to proceed immediately with construction of 2,000 dormitories and 850 trailers in three defense localities (400 trailers to be constructed for the Texarkana, Texas-Arkansas, area)."

C. Unfinished Business

(1) Reports by Committee Members on Assignments:

Colonel Horton reported that he had investigated the alleged unsatisfactory recruiting practices of the Silas Mason Company, which has the contract to construct and operate the shell-loading plant near Minden, Louisiana. He said that construction was ahead of schedule, employment was now on the decrease and that top management officials were not aware of any labor problems related to the construction activities. It developed from comments made by Mr. Bishop and Mr. LeBlanc of the Employment Service in Louisiana that problems are alleged to exist at the shell-loading plant in connection with recruitment of production workers, rather than in recruitment of the construction workers. Colonel Horton and Mr. LeBlanc were appointed to investigate the situation further and report to the Committee.

It was indicated that a report is not yet ready on results of a study of the advisability of issuance to employers of a letter or bulletin to emphasize the urgent necessity for full use of the nation's labor supply in the Victory Program.

(2) Layoffs of Workers Due to Defense Priorities:

Layoffs in the Ford plants at Dallas, Texas, and Arabi, Louisiana, were discussed.

Mr. Bond said the employment service has continued to refer former employees of the Dallas plant, either to other employers or to defense training classes.

Only 12 employees, mostly salespeople and office workers, have been laid off at Arabi, Louisiana, Mr. Bishop indicated. An additional group of 11 employees is due to be let out February 16, he said. Most of these are also office workers.

Mr. John Howard, Manager of the Beaumont office of the United States Employment Service, said that every assistance was being rendered longshoremen who had been laid off at Beaumont. From a group of 35 members of the International Longshoremen Association, 20 already have been registered by the local office and one of these had been placed in other employment. Mr. Howard said that six were referred to defense training schools and four of these have dropped out before completing the courses; one is still in attendance. Mr. W. H. Farley, a local union representative, has promised to have other displaced members of his union place applications for employment with the local office.

In discussing the problem of displaced workers in the fishing industry at Port Lavaca and other points along the Gulf Coast of Texas, Mr. Carnahan declared that most of these people could be used in the shipbuilding industry if given the proper training. He said that at Rockport many persons who had agricultural backgrounds constituted an excellent source of local labor and urged that minority groups in this area be given training a year in advance of actual needs, if possible. This will enable employers to make full use of the local supply and will to some extent eliminate the necessity for imported workers from other sections, he pointed out.

Labor schedules on production at the shell-loading plant near Minden, Louisiana, have not yet been made available to the employment service, Mr. Bishop stated. It is his understanding, he said, that a wage schedule has not been approved and the employment service has been handicapped in making plans to provide a supply of trained workers sufficient to meet probable demands which will develop within the next few months. About 7,000 people will be employed in production work, it is estimated, and about 40 per cent of these will be women.

Work on the new ammonia plant at Sterlington, Louisiana, has started, Mr. Bishop reported. About 300 men are now at work on the job. There has been some delay in shipments of steel and cement.

Mr. J. H. Bond, Director of the United States Employment Service of Texas, briefly reviewed a labor market survey just completed for Texarkana. He said that excluding demands for construction workers, it is estimated that approximately 15,400 workers will be employed in regular jobs during the next 12 months. It appears that it will be necessary to import workers from other areas. It is estimated that approximately 2,900 males will be included in this group of imported workers. Also, there will be an estimated 2,400 white females and 1,000 Negro males. It is expected that of the male workers imported over 50 per cent will be married. The problem of housing in the areas is definitely acute and if not corrected immediately will make the recruitment of these workers extremely difficult, if not impossible, regardless of the relatively high wage scale. Although the wages for these workers has not been determined, they are expected to average from $25 to $35 for a 40-hour week, a favorable scale for this area.

The seriousness of the housing condition cannot be overemphasized, Mr. Bond declared. It is already delaying progress on construction of plant facilities. Labor turn-over has been disproportionately high because of inadequate housing.

D. New Business

In order to investigate a problem alleged to have arisen in New Orleans, with respect to placement of apprentices on defense jobs, Mr. Erhard and Mr. Lewis were appointed by the Chairman as a committee to make an immediate report.

In order to determine the number of NYA training stations and the extent of unused facilities which might be made available for use for more extensive training, a special committee composed of Messrs. McNew, Miller, Bond, and Kellam, was appointed to review the situation and report on their findings as soon as possible.

### E. *General*

During the discussion on responsibility of the employment service under the Victory Program, pertinent statements in this connection were read from the latest labor market report, prepared by the U. S. Employment Service for Texas. These statements were as follows:

> "The Employment Service, while charged with major responsibility, has only the authority engendered by the degree of excellence of its counsel, and must exert every effort attempting to get an employer to understand the labor market situation with which he is faced. Then, next, time must be spent in convincing him of the necessity for having definite and workable employment policies administered by an experienced personnel man. From this point on, time must be spent by the Employment Service in applying "sales work" to an employer in order that he can utilize the present-day labor supply. *This technique is usually successful but this wastage in terms of time, effort, and money most certainly should be eliminated.* (our underscoring) At this stage of the national war effort, clear lines should be drawn so that an employer needing labor should fully utilize the personnel planning and administration principles as suggested by the Employment Service - a federal agency charged with the adequacy of labor supply, in the same manner engineering and production techniques are applied by other federal agencies and *definitely* used by the War Industry contractors. Wheel-spinning where *labor* is concerned, can be just as concrete an obstacle to production as the lack of essential *materials*, *machines*, or *power*."

A discussion on labor supply and demand was precipitated by a question by Mr. Marbury of the WPB: "Is there any shortage of farm labor indicated in this region?" The Chairman remarked that the subject is a very controversial one in this section and called upon Mr. Bond to discuss the topic briefly. He remarked that if war production is doubled in Texas, the situation will still be well in hand from a labor supply standpoint. If Selective Service takes 100,000 people out of Texas, industry will still be able to go forward, he declared. With proper handling and routing of workers, there will be no labor shortage. Although there may be a scarcity, there will still be a sufficient number to gather the crops. He stressed the point that agriculture is highly seasonable. If an attempt were made to adjust demand on a man-to-man basis, there would be a tremendous shortage, however. Labor movement must be planned through daily contact with the sources of demand. The weather and seasons cannot be controlled. There is a definite need, he said, for adjustment of wage differentials on farm labor. The situation can be handled if a good job of dispatching and routing is done with the available workers, Mr. Bond concluded.

Mr. Wood said priority on farm labor to care for production of farm products essential to the war effort may soon become necessary.

## 2. Open Meeting, Afternoon Session (2:35--5:30 p.m.)

At the open meeting during the afternoon, representatives of organized labor and defense employers from Beaumont, Port Arthur, Orange, and Houston, were present and participated in the discussions. After the Chairman had outlined the purpose, policies, and objectives of the Committee, he briefly summarized the major problems which face the nation under present critical conditions. He sounded the warning that the United Nations have been losing the war to date, and expressed the belief that the American people do not realize the gravity of the situation. He urged that no time be lost by industry, management, and labor in an all-out effort to provide the armament necessary to remove the ever-increasing threat to our shores.

In keeping with the usual practice of the Committee, visitors were given an invitation to participate in the discussion in round-table fashion.

Professor Walter Rolfe, from the University of Texas, representing Dean W. R. Woolrich of the ESMDT, stressed the point that practical, realistic training is receiving particular stress under Dean Woolrich's program.

Mr. Harry Acreman, Executive Secretary of the State Federation of Labor, reiterated previous statements made at other meetings of the Committee in which he emphasized the urgent need for a national labor policy which will insure an orderly method of employment, which would prevent the needless migration of workers. He pointed out that a serious problem exists at Bastrop, Texas, where a new Army camp is being built. Hundreds of applicants have migrated to Bastrop in spite of the fact that need for them does not yet exist. Because of restrictions on tires and automobiles, most of the workers who secure employment on the cantonment will have to commute to Austin, 30 miles away. A round-trip fare of $1 is charged these workers, he said, and pointed out that a laborer who receives 40¢ per hour, or $3.20 per day, will have to pay out 32 per cent of each day's wages for transportation alone. This creates a bad condition. He said that the public was given to believe that there was a great shortage of workers throughout the nation. This is not true, he declared, and suggested, as he had done at previous meetings of the Committee, that some means should be found to give people accurate, truthful, and dependable information with respect to actual labor demands.

"If this Committee never did anything else except furnish the people of this State truthful and factual information as to what conditions are in various sections of the State with respect to labor, then it would have justified itself by this one act alone," he declared.

Only a few hundred thousand of the six and one-half million people in Texas are employed at the present time in defense work, he said, and urged that the Committee secure some plan through Federal action for an "orderly and decent method of employment and referral."

The Chairman remarked that if employers utilized all local resources of labor, much of the needless migration now prevalent throughout the region would be eliminated. Mr. Bond, of the Employment Service for Texas, said that it had always been the policy of the employment service to discourage needless migration which is further aggravated by the gate-hiring practices of many employers. He remarked that uncontrolled and unnecessary publicity was responsible for much of the influx of work applicants in the Bastrop area.

Speakers representing the employment service and labor emphasized at several points during the discussions that there is an immediate need for a national labor policy with respect to recruitment and handling of labor under the war program.

Mr. L. B. Gough, Magnolia Petroleum Company, Beaumont, praised the defense training program and remarked that he was highly pleased with the effective manner in which individuals are being trained in Beaumont to take defense jobs. He said that his company was forcibly impressed with the seriousness of the war situation by the loss within the past few weeks of four of its oil tankers, which were sunk by enemy submarines. He remarked that TWI courses conducted by Mr. Word have been of great benefit to his company.

Mr. Thomas M. Mobley, Hughes Tool Company, Houston, emphasized the fact that training should be instituted immediately to alleviate a serious shortage of office workers. He said that training officials should begin immediately to train persons who can be used to replace experienced workers now being inducted into the Army. He mentioned particularly Tabulating Machine Operators, Time Study Men, Draftsmen, Junior Engineers, and general office workers.

Mr. Rolfe, University of Texas, also said that it would be very helpful if the Selective Service would announce a definite policy as to its procedures for calling into the armed forces persons between 21 and 44 years of age. He explained his point by saying that it was difficult to set up training classes without knowing whether a person will be deferred if he has one dependent or whether he must have two dependents, and also if the older men from 36 to 44 are to be called immediately into actual service.

Mr. Fred Hanscom, Levingston Shipbuilding Company, Orange, said that his company at present has in its employ about 750 workers. While good Machinists and Coppersmiths are needed, no acute labor shortages exist at present at his company's yards, he indicated.

Colonel Horton remarked that on several occasions labor representatives have intimated that an oversupply of workers exists in this region. He suggested that labor furnish him with a list of workers who are qualified and available for the five essential industries: ordnance, munitions, tanks, ships, and planes.

Mr. C. L. Quinn, Pipefitters Local, Beaumont, said that about 35 per cent of the 600 members of his organization in Beaumont are unemployed.

He also brought out the fact that a shortage of housing facilities is one of the major problems in Beaumont. He suggested that some of the causes of migration in the shipbuilding and other defense activities are: working conditions, wage differentials, and living conditions.

Mr. W. J. Burkett, another member of the Pipefitters Local in Beaumont, said that gate-hiring practices as followed in Beaumont by the Pennsylvania Shipyards, were objectionable to his organization.

Mr. James R. D. Eddy, State Director of Vocational Education in Texas, in discussing the subject of training of older groups, remarked that all courses have been set up and operated on the basis of employer specifications. "We can train any age group industry will hire," he said.

Mr. W. R. Hill, Brown Shipbuilding Company, Houston, reported that his company has 900 employed at present but expects that this number will be increased as new contracts have been awarded. He reported that his company has no labor problems at the present time.

Mr. L. B. Herring, Jr., Consolidated Steel Corporation, Ltd., Orange, advised the Committee that the transportation problem which has been very serious at Orange has been somewhat alleviated by arrangements for special bus service from Port Arthur at a round-trip fare of 50 cents. A shuttle train is scheduled to start operating March 1 between Beaumont and Orange. Mr. Herring said that 1,100 of the employees at the Consolidated yards in Orange live in Port Arthur and 1,750 employees reside in Beaumont. Although the transportation matter is considered solved, he said the housing problem is still a matter of major concern.

Mr. Newell A. Hogan, Consolidated Steel Corporation, said that the training program had been highly successful insofar as his company was concerned, and that without "the help of these training agencies our job would have been much harder."

Mr. R. R. Clark, Pennsylvania Shipyards, Inc., Beaumont, advised the Committee that during the last three or four months his company had added approximately 1,400 workers. He remarked that his company has one man assigned to work on the housing problem alone. Due to the competition that has existed between various housing agencies, tangible results have been somewhat limited, he remarked. The Pennsylvania Shipyards has successfully conducted in-plant training, including courses in Coppersmith, Layout, Burner Operation, and Electric Welding. He expressed the belief that short-period supplemental training courses are profitable, because men who have worked as long as 12 hours on the job are usually too tired to absorb much information in training classes held every night after working hours. His company has no age limits so long as a man is able to stand up to his work, he pointed out. Pennsylvania has recently received a contract for 10 additional type C-1 cargo vessels, and in August of this year is scheduled to deliver three ships on its original contract for ten cargo vessels of the same type. All are due for delivery before the end of 1943. All facilities possible have been put on the island where the yards are located. These include eight ways, of which four are for minesweepers. In describing the difficulties of his problem, he explained that actually only four ways are available upon which to build twenty ships. The outfitting docks will accommodate eight ships and thus it will be possible for work to go forward on twelve ships at a time, including four on the ways and eight in the outfitting docks. At the outside, his company will not have to hire more than 1,000 to 1,200 additional men to complete its contracts.

Mr. Clark said that the only complaint he had at all is the need for closer cooperation between the employer and the training people. He remarked that too many students are being turned out by the training classes who are not familiar with the fundamentals of the occupation in which training was given. This is particularly true in welding, he declared. He expressed preference for the specific allocation of training facilities to specific employers, especially for welding. He said that the turnover at his yards amounted to 6 per cent per month and that it could not be kept under that. "We need trainees to take the place of these workers who leave; ship workers have an itchy foot for some reason," he declared.

Mr. Eddy said that the Vocational Training people are making efforts to maintain high standards in all courses and trainees are given a certificate only upon completion of training.

Mr. F. J. Lackey, Consolidated Steel, Orange, said that everything possible has been done by his firm to achieve a solution of the housing problem at Orange. Government agencies, after considerable surveying and checking, have provided housing units, but far inadequate in number to meet the needs. A demand for as many as 500 houses may be created from one week's hiring, Mr. Lackey declared.

Mr. W. G. Carnahan, Minorities Section, WPB, urged that in future planning everything possible should be done to insure the full use of local labor which is already housed, in order to minimize migration and housing shortages.

The Committee adjourned at 5:30 o'clock.

3. Afternoon Executive Meeting (5:45 to 7:45 p.m.)

Members and Alternates present: Carnahan, Erhard, Horton, Jennings, Lewis, McNew, Martin, Miller, Wood, and Word.

The main subject at the afternoon executive session was the question as to whether or not NYA and other training facilities are being utilized 100 per cent at the present time. Mr. McNew of the WPA, suggested that his organization will take over any shop facilities that are not being used and that can be made available. Such action will be taken, he said, provided Mr. Eddy will agree to supervise the training. The WPA would help to finance the classes, Mr. McNew indicated. A special committee, including

Messrs. McNew, Miller, Bond, and Kellam was appointed to look into this matter and report to the Committee.

Considerable time was devoted to a discussion of the need for training of Negro workers and other minority groups. In this connection the Committee passed a special resolution which appears elsewhere in these minutes under the heading "Motions Passed." The Committee voted to hold its next meeting in New Orleans on March 3, and ajourned at 7:45 p.m.

# LABOR SUPPLY COMMITTEE

## REGION X

WOMEN'S BUREAU
MAR 18 1942
DEPARTMENT OF LABOR

901 Maverick Building,
San Antonio, Texas,
March 9, 1942

TO: All Members and Alternates,
Tenth Regional Labor Supply Committee

FROM: Office of the Acting Chairman

SUBJECT: Report of Fourteenth Meeting of Tenth Regional Labor Supply Committee

Attached is a mimeographed copy of my report of the fourteenth meeting of the Tenth Regional Labor Supply Committee, held at the New Orleans Hotel in New Orleans, Louisiana, March 2, 1942.

Irving W. Wood,
Acting Chairman,
Tenth Regional
Labor Supply Committee

By: Roy L. Haynes

Attachment

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

Fourteenth Meeting, March 2, 1942

New Orleans Hotel, New Orleans, Louisiana

MEMBERS AND ALTERNATES PRESENT DURING EXECUTIVE SESSIONS:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
William G. Carnahan, Minorities Section, WPB
James C. Evans, Negro Employment and Training Section, WPB
Paul H. Figg, U. S. Civil Service Commission
Dwight Horton, Colonel, U. S. Army, Selective Service
E. H. Jennings, U. S. Civil Service Commission
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
R. H. McNew, Training and Reemployment, WPA
Frank L. Miller, U. S. Office of Education
Edwin G. Moorhead, Lieutenant Commander, Headquarters, Eighth Naval District
John Pritchard, Defense Training, NYA
J. Lester White, Major, U. S. Army, Selective Service
Tracy T. Word, Training Within Industry Section, WPB

OTHERS PRESENT AT OPEN MEETING:

John Beecher, Field Representative, President's Committee on Fair Employment Practices
H. R. Bishop, Acting Director U. S. Employment Service for Louisiana
J. H. Bond, Director U. S. Employment Service for Texas
Fred W. Breedlove, Supervisor Orleans Parish School Board, N. D.
Anthony H. Buckley, Bakers' Local No. 35, New Orleans
Hamilton Camos, Secretary-Treasurer New Orleans Building Trades Council
George A. Carpenter, U. S. Engineers, New Orleans District
Charles N. Conner, U. S. Department of Labor, Apprenticeship Section
W. F. Craddock, State Director Training and Reemployment WPA of Louisiana
C. W. Culbertson, Administrative Assistant, Delgado Trade School
John R. Davis, Personnel Director, Delta Shipbuilding Company, New Orleans
B. H. Day, U. S. Employment Service, New Orleans
Wallard Deason, N. Y. A., Texas
Ernest Delpit, Business Manager, Carpenters' Local No. 2039, New Orleans
William L. Donnels, Organizer, A. F. of L., New Orleans
Stanley J. Gross, Baton Rouge Trade School
Roy L. Haynes, Bureau of Employment Security, San Antonio
Lt. Clarence P. Hendricks, Assistant Labor Relations Officer, Lower Mississippi Valley Division Corps of Engineers
Bryce P. Holcombe, U. S. Conciliation Service
Owen Hutchinson, U. S. Employment Service

OTHERS PRESENT AT OPEN MEETING: (Continued)

M. J. Kane, Assistant Director, Training-Within-Industry, Washington, D.C.
Henry LeBlanc, Assistant Regional Representative for Louisiana, U. S. Employment Service
Ralph S. LeBlanc, N. Y. A., Louisiana
E. A. Lee, Area Supervisor, State Department of Education, Louisiana
Joseph P. McCollum, International Representative, Boilermakers
Ernest L. Marbury, Field Representative, Labor Division, WPB
James B. Marley, Federal Security Agency, San Antonio
Robert C. Martin, U. S. Employment Service for Louisiana
L. V. Miller, Safety Engineer, Fidelity & Casualty Company
R. C. Mollere, Field Auditor, Division of Employment Security
C. R. Nicholas, Business Manager Lathers' Local No. 62
J. W. Niehaus, Personnel Director, Rheeme Manufacturing Company, New Orleans
Arthur J. Perrault, Business Agent, Bricklayers' Union No. 1, Louisiana
F. C. Pieper, Regional Director, C. I. O.
R. I. Raymond, U. S. Employment Service, Louisiana
J. R. Reagor, U. S. Employment Service
Lieutenant H. Ray Robert, U. S. N. R. 18th N. D.
James M. Robert, Dean of Engineering, Tulane University (For Dean W. R. Woolrich)
Robert L. Soule, Plumbers Union No. 60, New Orleans
Major W. G. Stanton, Officer in Charge Houston Ordnance Office, Ordnance Department
A. Triche, Supervisor T & I, Baton Rouge, Louisiana
Steve Turner, A. F. of L., New Orleans
E. E. Webre, N. Y. A., Louisiana
R. E. Young, U. S. Employment Service for Louisiana
Ernest K. Zingler, National Resources Planning Board, Dallas

MEMBERS AND ALTERNATES ABSENT:

Robert Ansley, Defense Training, NYA
W. L. Childs, Management Section, WPB
C. Z. Crain, Training and Reemployment, WPA
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
Harold W. Fletcher, Training Within Industry Section, WPB
J. C. Kellam, Defense Training, National Youth Administration
P. E. Locke, Division of Contract Distribution
Captain George S. Nalle, QMC, Liaison Officer Q.U.S.W., Austin
B. J. Walker, U. S. Department of Agriculture
W. R. Woolrich, ESMDT, U. S. Office of Education
A. C. Martin, Jr., Bureau of Employment Security, USES, San Antonio

## ACTION TAKEN AT EXECUTIVE SESSIONS

(9:20 a.m. — 1 p.m.; 5:50 — 7:40 p.m.)

MOTION PASSED: To Hold the Next Meeting of the Committee in Fort Worth, Texas, On Monday, March 16, Unless Notified to the Contrary by the Chairman.

ACTION TAKEN: A Committee, composed of Messrs. McNew, Miller, Bond, and Kellam, appointed by the Chairman at the Beaumont meeting on February 9, was authorized to continue its efforts to determine what defense training facilities are not being fully utilized and report on this at the next meeting with recommendations as to what should be done to insure full use of all training stations in Region X on a 24-hour operating basis.

ACTION TAKEN: Since the Gulf Coast Agreement for shipbuilders is soon to be reopened, the Chairman was authorized to contact the Chairman of the Labor Supply Committee for Region VII and discuss labor demand and supply for shipbuilding in the entire Gulf Coast area. Such action is to be taken for the purpose of planning a joint meeting between the two Commitees provided such a meeting is deemed feasible, and proper authorization can be secured.

ACTION TAKEN: The Committee agreed to postpone written comments and recommendations on the tentative "Instructions and Policies Governing the Conduct of the Labor Supply and Training Program of the Labor Division of the War Production Board" until sufficient copies have been received and distributed for individual study by the members. A subcommittee is to be appointed to draft final recommendations to be sent to Washington.

ACTION TAKEN: The Navy representative will be asked to investigate the report that Higgins Industries shipbuilding facilities could be more fully utilized if contracts are given this firm by the Navy.

1. Morning Executive Session, 9:20 o'clock

Members and alternates present: Carnahan, Evans, Figg, Horton, Jennings, Lewis, McNew, Miller, Moorhead, Pritchard, White, Wood, and Word.

After the meeting had been called to order by the Chairman, those present were requested to sign the attendance register. The minutes of the February 9 meeting in Beaumont were approved as written.

A. Report by Chairman on Developments of Interest to the Committee

(1) Tentative "Instructions and Policies Governing the Conduct of the Labor Supply and Training Program of the Labor Division of the War Production Board":

The Chairman read a copy of the above proposal, which is yet tentative, he said, but emphasized its significance with respect to the Committee. It was agreed to postpone comments and recommendations, requested by Washington, until sufficient copies have been received and distributed for study by the members. The Committee suggested that a representative of the centralized Federal housing authority should be added to its membership and indicated that a recommendation to this effect would be included in comments prepared on the new proposals.

It was agreed that a subcommittee should be appointed to draft final recommendations to be sent to Washington as soon as members have had an opportunity to study the proposed labor supply and training plans.

(2) Striking Similarities in Labor Market Patterns:

Continuing with his review on recent developments of special concern to the Committee, the Chairman had Mr. Miller read several excepts taken from "Labor Scarcity and Labor Market Policy Under an Armament Program in Germany and Great Britain," issued by the Bureau of Employment Security. European experience throws light upon the role and scope of measures for labor market control and the effectiveness of various measures of implementing them. British and German labor market experience points to need for extensive training programs and furnishes valuable information on the role of public and in-service training.

(3) Increasing Demand for Employment of Women in U. S.:

At the opening session the Chairman declared that in our all-out war effort every able-bodied man and woman, and possibly children, will have to contribute to the extent of their capabilities. This point was stressed several times during the day. The Committee was informed that in referral of women to defense training courses the same policies that govern the referral of men will be followed by the U. S. Employment Service, with due consideration being given to physical requirements of the occupations.

(4) Responsibilities to Enemy Aliens:

The President has assigned to the Administrator of the Federal Security Agency the responsibility for cooperating with the Department of Justice in providing assistance, through the Bureaus of Public Assistance and Employment Security, to enemy aliens forced to leave their present employment.

The President's policy was reiterated by the Chairman, who added that employers must be encouraged to use the local labor supply without discrimination.

(5) Information and Reports Sent to Members by Chairman:

In the material distributed by the Chairman to committeemen since the last meeting were the following items: New Mexico Labor Market Report for December 15, 1941, to January 15, 1942; Re-Survey of Beaumont-Port Arthur-Orange Area; Re-Survey of Freeport-Velasco Area; Bulletin on Women Available for Defense Work; Labor Market Report for Louisiana, December 15, 1941, to January 15, 1942; Information Bulletins on Priorities; and Labor Market Survey on Texarkana.

B. Defense Housing:

It was agreed that Mr. Harry D. Knowlton, Washington, regional coordinator for eleven southeastern States for a division of defense housing, should be invited and urged to attend the meetings of the Committee.

A summary report dated February 19, on housing already provided for at Freeport, Texarkana, and Orange, Texas, from Mr. John J. Corson, Director of the U. S. Employment Service, was read by the Chairman. The Committee was assured that every attempt will be made to insure adequate housing in critical areas as soon as possible.

C. Unfinished Business:

(1) Reports on Special Assignments:

a. Improved Hiring Practices

Colonel Horton, Committee member, and Mr. Henry LeBlanc, U. S. Employment Service, reported that as a result of their visit with the top management of Silas Mason Company, contractors, and ordnance officials at the shell-loading plant at Minden, Louisiana, a more orderly plan of recruitment of production workers has been worked out. A labor schedule was also obtained from the contractor for the Employment Service and training agencies.

It was brought out by Mr. LeBlanc that the personnel office of the employer had been "calling" applicants from all parts of the State because it was thought the Shreveport area had been exhausted. Under the revised plan worked out with the Silas Mason Company, orders will be sent to the U. S. Employment Service at Shreveport so that local sources of labor may be tapped first. This procedure had not been followed prior to the visit to the defense plant by Colonel Horton and Mr. LeBlanc. The Committee was assured that the issues had been clarified and Mr. LeBlanc promised to keep the Chairman advised in this connection.

b. Problem on Hiring of Apprentices

Mr. Lewis and Mr. Erhard investigated a report of alleged discrimination against hiring of apprentices on Government contract jobs in New Orleans, but the basis for the report was a misunderstanding, Mr. Lewis informed the Committee. The only instance of this kind involved a boat-building concern. Due to the fact that the Navy had reduced the delivery time from 90 to 30 days, the firm had been unable to adjust its schedule of apprenticeships and working schedules so as to speed up production and meet the new deadline. After the situation was understood by union officials, there were no further complaints, Mr. Lewis reported.

c. Full Use of Training Facilities

Mr. Wood declared that while there is underemployment and unemployment in Region X, it is nothing short of criminal if we do not get "round-the-clock" utilization of all training facilities.

It was stressed by Mr. Pritchard that under definite regulations the NYA is permitted to operate only a limited number of shifts on training stations and that these regulations also prohibit use of NYA facilities or personnel for other than certified and assigned NYA youths. "If the employment service will tell us that a demand for increased shifts exists, we shall be glad to put them in, if our regulations can be changed to permit it," he remarked.

At all times there are certain classes not completely filled and in some cases an employer may deplete the entire class by hiring the trainees, Mr. Bond pointed out.

The Chairman remarked that if regulations passed a few months ago are causing material delays and handicaps in the defense training program, these regulations should be revised or abrogated.

Mr. Deason, NYA, stated that his organization was ready to pool their resources with other training agencies in any way legally possible and that he would be glad to discuss the subject of full use of training stations. Mr. Pritchard and Mr. Deason both stressed the point that the NYA is ready to increase shifts on all stations if necessary, provided present restrictive regulations are changed to permit such action.

It was agreed that the Committee composed of Messrs. McNew, Miller, Kellam, and Bond, will continue its review and study of the extent to which all training stations in Region X are being utilized and to present a report at the next meeting on recommendations for their full use in all three States -- Louisiana, New Mexico, and Texas.

D. Comments by Special Guests of Committee:

Mr. John Beecher, Field Representative of the President's Committee on Fair Employment Practices, briefly explained the work of his organization. He intimated that open hearings, similar to those held in Los Angeles, Chicago, and New York, likely will be held soon in the South. Evidences of success have been noted, he said, from the efforts of his group to implement the President's executive order and statement of policy, through publicity, investigation of complaints, open hearings, and moral persuasion. In Alabama, for example, he said that various blocs opposed to fair employment of negroes are beginning to be removed. Not only in the South, but all over the country negroes are not being employed in proportion to their numbers, he declared. Through cooperation of business agents of unions, by training, education, and assistance of many employers, real progress is being made.

Mr. James M. Robert, Dean of Engineering at Tulane University, New Orleans, representing Dean W. R. Woolrich, ESMDT, spoke briefly of the defense training program at college level in Louisiana. At Tulane twelve defense courses will be concluded this month, and proposals have been submitted to Washington for twenty courses to begin March 15 or April 1. He said the major "bottleneck" right now in the advanced training field is the shortage of qualified instructors. Many faculty members are graduates of land grant colleges and have been taken into the Army and this fact plus monetary inducements in civilian employment has depleted the teaching ranks so that a "bottleneck" now exists.

Mr. M. J. Kane, Assistant Director, TWI, Washington, gave an excellent description of his program. It all narrows down to the simple principle that each man who has a war contract must do his own training on his job, he said. There are $2\frac{1}{2}$ million people on war production in the U. S., 2 million more will be added before next June, and possibly 10 million will be needed before the year is out, he remarked. If all training schools operated 24 hours a day, the total output would be pitifully small compared to the overall needs. In order to find out what's going on in a plant with respect to training, a person has to get past the front office and go to the fellow who is actually doing the work.

Most important now, to the war effort, Mr. Kane pointed out, is Job Instruction Training and the importance of inducing the highly skilled worker who is competent to pass along to the other fellows the tricks of the trade that only he can impart. Personal feelings and selfishness must be removed first, he said, before effective cooperation can be secured.

By June 1942 it is planned to have the J. I. T. program expanded so that 250,000 workers will be helping "to break others in." Mr. Kane explained that a person can "get" 80 percent of a job by just looking at it, but added that the important things are the little knacks or "key points" of job performance, which only the fellow who actually does the work can pass on to the next fellow.

Mr. Word informed the group that a JIT Institute had been completed at Camp Normoyle and at Duncan Field, San Antonio, where TWI was working directly with the Army. While the quota of persons to receive JIT was originally 750, to date this figure already has reached the 1,600 mark, he said.

E. Other Comments:

Mr. Carnahan urged Committee members to emphaize on employer contacts that permission can be obtained to permit employment of friendly aliens, even at aircraft stations and plants. He recounted that two weeks ago twenty friendly Latin-American aliens were discharged from the Naval Air Training Station at Corpus Christi because an official of the Navy had followed technical regulations and had not asked for permission to use them, as he might have done in the interest of good Latin-American relations. He also mentioned another instance in which a Latin-American citizen of the United States who had been a deputy sheriff in Texas for years and had properly qualified on a Civil Service register, was discharged as a guard at a defense project.

Major White commented that Selective Service officials in Louisiana will not permit any defense employer or other agency to become a source for service deferment. He also explained deferment regulations with respect to defense production.

Mr. Willard Deason, NYA, informed the Committee that the total number of Negroes assigned to NYA shops in Texas was greater in percent than the total Negro population.

Mr. McNew announced that Mr. Bilodeaux will meet with Delta Shipbuilding officials and work out final details for a satisfactory apprenticeship program. The Company at first was reluctant to enter into such plans, due to the fact that it only had a two-year contract and feared difficulties which might develop from a four-year apprenticeship program, he stated.

Mr. Pritchard advised those present that 12,000 Navy recruits are to be trained at NYA centers, and also that some 9,000 to 10,000 youths are engaged in hundreds of shops in making articles of equipment for the Army.

Mr. Miller said that Vocational Education training officials are looking to the Employment Service for information relative to changes in employer specifications and increased demand for the training of women and minorities groups.

Mr. Evans said that a large percentage of Negroes are employed at the Norfolk, Virginia, Navy yards. About 1,000 are working on the new 35,000 ton Alabama, he reported, and suggested that on the basis of abilities demonstrated there, he felt sure that a lesson could be taken which was worthy of repetition along the Gulf Coast. He said that Negro machine shops at Hampton Institute, the NYA, and CCC at Williamsburg have received contracts to produce war materials and at the same time will furnish training to Negroes. The employment of Negroes has become a much brighter picture in recent months, he declared.

2. Open Meeting, Afternoon Session (2 to 4:30 p.m.)

After the Chairman had outlined the responsibilities and objectives of the Committee, the visitors were invited to speak on any subject pertinent to labor supply for war production.

Mr. F. C. Pieper, Regional C. I. O. Director, stressed the following points: (1) That there is color discriminations, and the problem should be squarely faced by the Committee and solved by education and training; (2) That the Committee should look closely into plant conversion possibilities so that a large supply of local labor might be fully utilized; (3) That people displaced should be re-trained for other work in the defense program; and, (4) That employers and representatives of labor, alike, should be fully informed about the work and objectives of the Committee.

Mr. John R. Davis, Personnel Director for Delta Shipbuilding Company, remarked that 6,000 are now employed in ship production at his yard and that probably 2,000 more will be added soon. His company has acquired practically all the skilled men that will be needed. A preferential agreement with the A. F. of L. has been signed, he informed the Committee. From 80 to 90 percent of the men in the yard are receiving training now, he said. The Delgado Trade School, the NYA and other training schools have been very cooperative and helpful, he remarked. "While we are beginning to feel a 'pinch' in some trades, such as pipe welders, we feel that we are getting along o.k. on our labor needs," he concluded.

In reply to a query from Mr. Wood relative to a recent unfavorable report that there was a "lag" in shipbuilding in the Gulf area, Mr. Davis said he felt the criticism had been made to give his Company "a shot in the arm" more than anything else.

Mr. Evans asked if a statement made on June 2, 1941, by Mr. F. M. Sequist of the American Shipbuilding Company of Cleveland, promising employment of Negroes in their Delta yards in New Orleans, had been kept.

Mr. Davis replied that 60 Negroes are now employed. Mr. Evans then suggested that in order to bring up the percentage of employment of Negroes from one-tenth of one percent to a more equitable basis he would like to see all the remaining 2,000 openings with the Delta Company in New Orleans filled by Negroes.

Colonel Horton asked Mr. Davis about the total daily percentage of absentees at the Delta Shipyard and the reply by Mr. Davis was "four percent per day." "Other yards have as high as ten percent, so I don't feel that ours is so bad after all," Mr. Davis added.

On the assertion by Mr. William L. Donnels, A. F. of L. organizer, New Orleans, that facilities of Higgins Industries could be more fully utilized and more regular employment given skilled workers if additional Navy contracts could be obtained, the Chairman indicated that he will assign the Navy representative on the Committee to investigate the matter.

Mr. Wood remarked that since Congress had recently made available large sums of money to speed up letting of war contracts, very likely no future delays, such as have occurred from limited funds, will be encountered and work will go forward at full speed in New Orleans and in shipyards all along the Gulf Coast.

Mr. Bryce P. Holcombe, U. S. Conciliation Service, suggested that since the Gulf Coast Agreement between shipbuilders will be reopened soon and the area involves shipyards in Region VII as well as Region X, representatives of the Labor Supply Committees from both regions should meet and discuss the over-all problem of labor supply when this new agreement comes up. The Committee authorized the Chairman to ask for permission to hold such a joint meeting. Mr. Wood said he would see Mr. McGinnis, Chairman in Region VII, in New Orleans this week-end and discuss the matter with him.

During the afternoon session, Negro representatives of mixed and all-Negro labor union locals of New Orleans reported that they were concerned over the lack of training for members of their race. Although their remarks were addressed principally to Mr. Donnels of the A. F. of L., Mr. Arthur J. Perrault, Business Agent for Bricklayers Local No. 1, A. F. of L., New Orleans, and other Negroes present openly charged that there is discrimination against employment of Negroes in New Orleans. At times the discussion between the various labor representatives grew heated.

Mr. Carnahan declared that the 4½ million unemployed in the United States, in his belief, represented minorities, and asked Mr. Davis of the Delta Shipbuilding Company, "in order to get something specific," if he would take 100 Negroes if that number were trained. Mr. Davis said he would employ them if it would not result in a strike and cause work stoppage. Mr. Carnahan then asked the labor representatives and the training groups if they would agree to cooperate in helping get the 100 Negroes employed with Delta. "Has anybody got any objection to it?" Mr. Carnahan asked. Neither assent nor objection was voiced.

The Chairman remarked that no one doubted Washington's sincerity with respect to WPB minorities' policy. He added, however, that obstacles to the effectuating of these policies existed "down at the grass roots," and that the people must be informed of the absolute necessity for the training and employment of these minority groups. Training authorities are reluctant to train Negroes because they fear employers will not hire them when trained. Employers say they do not hire Negroes because none who are qualified by training and experience are available. This situation would be clarified if Washington would direct the training of specific numbers of Negroes for defense jobs. "There is no debate in this Committee about minority policies and there is no disagreement here. It is now Washington's move, we think," he concluded.

Dr. A. Triche, VE Training in Louisiana, said that a little over ten percent of those in training are Negroes and that several classes had been held up because of lack of machines and equipment.

Mr. J. W. Niehaus, Personnel Director of the Rheem Manufacturing Company, said that his plant was operating eighteen hours per day, and that for the 300 jobs there he had had 500 applicants. He explained that he had started his own in-plant training program.

Mr. Donnels urged that more defense industries be brought to the source of labor supply. "We have hundreds and even thousands of capable men wanting work right now in Louisiana," he challenged. He insisted that there is no discrimination in the unions against Negroes. At least 85 percent of the bricklayers in New Orleans are Negroes, and the carpenters' local is a mixed one; there are also many Negro plasterers in the local, he said.

Mr. H. R. Bishop, U. S. Employment Service for Louisiana, said that if union business agents and employers would clear orders for trainees through the Employment Service, they would be assured of better qualified applicants.

3 Afternoon Executive Session (5:50--7:40 p.m.)

Members and alternates present: Carnahan, Evans, Horton, Jennings, Lewis, McNew, Miller, Pritchard, and Wood.

A. Labor Demand at Rockport

Following the open meeting, the Committee went into executive session to conclude its business. Mr. J. H. Bond, Director for the U. S. Employment Service for Texas, reported that at Rockport the job of boatbuilding there was 98 percent complete on the original contract. A new contract for 110 small boats to cost $200,000 will not create any labor shortage for the next three or four months. On February 15 the local council voted to discontinue training for the yard and recommended if any training is needed that it be performed in Corpus Christi where facilities are available. There are twenty trainees available in Rockport now, he said. The TWI made arrangements to assist with an in-plant program there, also. Mr. Carnahan said he had wanted such an arrangement made by TWI, and since it had been affected he suggested the matter be dropped from further consideration. The Committee agreed with this suggestion.

B. Labor Demand by Consolidated

Consolidated Aircraft at Fort Worth has been unable to prepare labor schedules because of the uncertainty of their program, Mr. Bond explained. Originally it was to be an assembly plant, but now plans call for aircraft manufacture. Present plans call for employment of 30,000 workers, but personnel officials are even now waiting for information as to what they will manufacture. Of 587 Texas workers sent to California, 100 skilled men have already been sent back to Fort Worth and 300 more will return next week to form the nucleus of a working force at the new plant now nearing completion.

It is doubtful that the plant will get into production before September, Mr. Bond advised the Committee. Also, the Austin Company, it is understood, has received a contract to double the size of the facilities which they are now completing.

A labor schedule from the Reed Transmission Company probably will be available to the Employment Service by March 7, Mr. Bond said.

### C. Council of State Administrators for Louisiana

During the discussion on trainees for Consolidated Steel Corporation, Ltd., at Orange, and labor needs for Pemberton Shipyards and others in Louisiana, it was brought out by Mr. Pritchard that prior to February 15 State labor shortages had not been adequately studied and discussed by the Council of State Administrators for Louisiana.

Mr. B. H. Day, Manager of the New Orleans office of the U. S. Employment Service, said that his office had not been successful in getting adequate labor schedules from either the Higgins Shipyards or the Pendleton yards.

Mr. Miller asked that the State Council get action on its problems before reporting to the Committee.

Dr. Triche reported that a class in pattern making, with twenty women enrolled, had been started.

### D. More Defense Projects Needed in New Mexico

Mr. Carnahan asked for Committee endorsement of a recommendation which he said he planned to make next week in Washington relative to the need for more defense projects in New Mexico to use the available supply of labor in that State, particularly Latin-American minorities.

The Chairman told Mr. Carnahan that he could quote the Committee as being in favor of the suggestion that New Mexico should have more defense contracts and industries. Shell-loading plants could be quickly and adequately manned in that State where a large reserve of manpower exists, he stated.

### E. General Remarks

Mr. Jennings advised the group that Civil Service rules and regulations have been radically changed and that he had just received copies of new instructions regarding which he planned to inform the Committee at its next meeting.

Mr. Evans recounted that definite attention was being given to Negro trainees in mechanics learner classes in the San Antonio area. He expressed his pleasure at the development in which these trainees possibly will be transferred to Tuskegee Institute in Alabama where Negro pilots are in training for the first time.

The Committee voted to hold its next meeting at Fort Worth, Texas, on Monday, March 16, if not otherwise instructed by the Chairman. The meeting adjourned at 7:40 p.m.

/NOTE: A summary discussion on the activities concerning the meeting was held between Mr. Wood and Captain Roy D. Hickman, Birmingham Ordnance District, on March 3, in order that the Birmingham office might be informed of the proceedings./

X
No. 10 - 3/30/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Tenth Labor Supply Committee Meeting
## Fort Worth - March 30, 1942

## LABOR SUPPLY COMMITTEE PROBLEMS

The Committee adopted unanimously a motion that invitations to Labor and Management representatives to meet with the Committee be discontinued except in instances where individuals from these groups desire to appear before the Committee after having presented their problems in writing. It was agreed that the purpose of the open meetings, to afford an opportunity for members to get acquainted with labor leaders and defense employers had now been accomplished, and that future open meetings will be discontinued.

## LABOR DISPLACEMENT

### Alleged Discrimination Against Members of UAW of America, CIO in the Dallas-Fort Worth Area

Round table discussion was devoted to this subject. The International Representative of the UAW, Dallas, stated that the problem of his members is growing, that a total of 1,166 had been laid off at the Ford Motor Company plant in Dallas, 250 of whom obtained employment at odd jobs in various towns. He stated that 800 men are idle as a result of the layoff, all of whom are well trained in production work. Some 450 of these workers are now attending defense training schools in Dallas, and a few have already completed this work. He stated that while these men were advised that they would be given preference in reemployment in defense work, three months have passed and they are still unemployed. Many have exhausted their unemployment compensation benefits and have been forced to sell their automobiles to provide for their families. He further stated that large defense employers in Dallas have employed several hundred workmen since the Ford layoff, but only comparatively few of these were former employees of the Ford plant.

Declaring that national policy is not being effectively carried out with respect to employment practices in Dallas, the Chairman appointed a special subcommittee to make a complete investigation of the matter and report to the Chairman. "If this committee does not make substantial progress this week, I shall ask the WPB to send somebody down here to look into the whole situation. Washington offered to do this two months ago, but we all felt that it could be handled locally. I have been given the impression that progress generally satisfactory to labor was being made in the solution of this problem."

Mr. Reginald I. Raymond, Regional Labor Relations Representative, WPB, was named Chairman of the committee which includes Colonel Dwight Horton, Mr. Travis J. Lewis, Mr. John Beecher, and a representative of the USES for Texas.

## LABOR DISPLACEMENT - Continued

### Displaced UAW Workers at Dallas

Mr. Raymond, Regional Labor Relations representative, WPB, reported on his investigation as follows:

"The case of reemployment of workers laid off by the Ford Plant at Dallas. The facts are: of 1,400 originally employed, about 800 have been laid off. Every possible help toward reemployment, including retraining, has been extended to these workers by the Dallas office of the USES, and have been appreciated and to some extent utilized by the workers. However, alternate re-hiring and layoffs of these workers by the Ford Plant have frankly discouraged other local employers from hiring them. A major source of reemployment is the North American Aviation Company of Dallas, which agreed to interview workers at the rate of 25 per day, although this plant's daily hirings are reported greatly to exceed that number. Reason for the 25-per-day limitation was not given. Ford workers applying to the North American employment offices report that in many cases they were not interviewed as promised, although at the same time many other applicants were being taken on at the Company gate. Those Ford workers who then pocketed their USES referral cards and joined the gate crowds, were told, as soon as their Ford identity was learned, that they would have to get USES referral cards and come back to the Company's employment office. Documentation of these statements has been promised by President Hooncaster, Acting President of the CIO Local of UAWA at the Ford Plant; but such documentation has not yet arrived.

"While such employment practices on the part of the North American Aviation Co., if substantiated, constitute clear violation of the policies of labor supply laid down in the Washington memorandum of February 23, 1942, and could be further pursued and corrected, your representative feels that the solution lies in a totally different direction and requests the Committee's action in that direction, as indicated hereinafter.

"The Ford Plant, covering 16 acres of excellent industrial lay-out, is running but one shift a day of 600 men, and a very large part of its facilities are lying idle. The manager and the workers, both those employed and those presently laid off, are utterly unanimous and eager in their desire to utilize the plant's facilities to the full on a 3-shift basis and utilizing all sections of the plant. The manager advised that he could easily make use of 5,000 men at that production rate. The collaborative spirit between the workers and manager could not be better, as indicated by representatives of both.

"Following the meeting in Dallas for the purpose of creating joint Labor-Management Committees to speed production, labor and management in the Ford Plant were organizing this committee with feverish speed and were advised by your representative immediately to present to the WPB the strongest possible plea for full utilization of the plant's facilities and manpower in increased war production. It is pointed out here, as by the labor-management committee at the Ford Plant that the assembly type of work being done would permit rapid increase of employment without encountering the usual bottleneck of highly skilled labor lack."

## JOB DILUTION, UPGRADING AND TWI

### Texarkana

Mr. T. T. Word, TWI representative, stated that two TWI institutes are underway at Texarkana where in-plant training will be used at the defense project there.

## DEFENSE TRAINING

### Training Problems

Mr. Green B. Trimble, Director, Defense Training, Fort Worth Public Schools, expressed considerable concern over training problems which he believes face the city of Fort Worth. He said that one of the problems in connection with training for the Consolidated Plant was the matter of Negro minorities. A second problem involves a request by individuals now employed who will soon be laid off because of defense priorities. He suggested that shorter training hours might be set up to enable these persons to obtain specialized training and would enable them to secure jobs in defense plants. The third problem involves space and facilities for setting up a school of sufficient size to provide trainees for the Consolidated Aircraft Plant. According to present information a total of 35,000 men will be employed at the Fort Worth Aircraft Plant, he said.

### Funds Available for Shop Building

Mr. Booher, Office of Education, informed the Committee that funds are available under the terms of the Lanham Act for provision of shop buildings for authorized defense training classes. The following four determinations must be made, however: (1) are stations being used 24 hours a day in area or State; (2) approximately how many are available to be trained; (3) will there be a demand for trainees; (4) is other equipment available?

### Program of NYA for Negro Youths In Texas

Mr. H. A. Ziegler, NYA area director, read, at the request of the Chairman, a statement of the program of the NYA for Negro youths in Texarkana, January 17, 1942. (Report contained in the Minutes.)

### Apprenticeship Program at Delta Shipbuilding Company

Mr. Erhard, Apprenticeship Training, Department of Labor, reported that apprenticeship program plans have been completed by the Delta Shipbuilding Company in New Orleans. An apprenticeship committee has been selected.

### Full Use of Training Facilities

A sub-committee composed of Messrs. McNew, Miller, Bond, and Kellam appointed at the February 9 meeting of the Committee to determine what defense training facilities are not being fully utilized and to make recommendations

## DEFENSE TRAINING - Continued

### Full Use of Training Facilities - Contined

as to what should be done to insure full use of all training stations in Region X on a 24-hour basis did not present a report considered adequate by the Chairman. He expressed disappointment over the lack of attention given by the sub-committee to this assignment. He authorized continuance of the Committee, named Mr. Frank L. Miller as Chairman, Mr. William G. Carnahan, Minorities, and Mr. John Beecher, President's Committee on Fair Employment Practice, to assist in the preparation of a factual, written report which is to be forwarded to the Chairman within ten days from the date of the meeting. An exhaustive study of the subject was requested by Mr. Wood, "So that this Committee will have facts and figures and something it can stand on."

Utilization of NYA facilities was discussed. NYA officials are ready to increase training as soon as certification of need is received from the ES. Funds are adequate and delay is not due to lack of money.

Mr. Paul Spruill, Vocational Education, Texas Department of Education, reported that NDT facilities of schools in the State are practically on a 24-hour basis and that training is being conducted to maximum capacity in all courses where unlimited training has been authorized. He said that shops at the North Texas Agricultural College, Arlington, will be available for use during the summer vacation period, and arrangements are being made to use these facilities.

## MINORITY PROBLEMS

Mr. Raymond, Regional Labor Relations representative, WPB, reported on his investigation covering the following:

> Available supply of Colored workers in New Orleans within the list of selected occupations, available training courses for the Colored in the New Orleans area, report of New Orleans USES sent workers regarding orders for placement of Colored national defense workers.

. . .

"The specific complaint of Mr. P. D. Dixon, Organizer of the International Brotherhood of Boilermakers, Iron Shipbuilders, and Helpers, to the effect that evident discrimination was preventing the employment of possibly two or three thousand skilled workers, brought from Mr. Joseph P. McCollum, International Representative of the Boilermakers Union, the statement that Mr. Dixon, to whom he delegated the formation of an auxiliary Colored union in the New Orleans area, had been able to bring to him only 13 possible Colored welders after four months of intensive effort. Mr. McCollum advised your representative that he intended to cease further activity of this fruitless kind and to dissolve the auxilliary Colored union, inasmuch as its recruitment methods would not savor of good union practice. Advice as to whether this has been done was promised, but has not yet been received.

## MINORITY PROBLEMS - Continued

"Admitting frankly the general discriminatory attitude toward skilled Colored workers prevailing throughout the South, it would appear that our Acting Chairman's frank statement to the Fourteenth LSC meeting adequately covers the subject: "The situation would be clarified if Washington would direct the training of specific numbers of Negroes for defense jobs. There is no debate in this committee about minority policies and there is no disagreement here. It is now Washington's move, we think."

"In general, your Labor Relations Representative would urge that the USES Directors in the Region be rquested to pass down to their individual employment offices an urgent instruction to face this minority employment problem at first contact with each employment unit and to secure hereafter possible agreement at the outset to utilize an adequate fraction of employment from the minority groups; to be assured at once that such workers are locally available or quickly trainable; and to see that the interpolation of these minority workers into the local employment picture be carried out unfailingly."

### Negroes and Latin-Americans Essential to Farming Interests

The farm labor subject was discussed. Not only will the minority groups be needed on farms this year but also school children and women may be used.

It was reported that representatives of employers in the beet growing States have been in El Paso this Spring for the first time recruiting workers.

Mr. Wood declared that definite farm labor policies are necessary with sufficient delegated authority for control of this labor. If pirating is to be prevented, steps should be taken early to stabilize farm wages. Many new phases of the problem are involved now and facts must be faced, including questions on transportation, housing, and living accomodations which have become factors this year because of tire rationing and subsequent automatic restrictions on habits and practices of migratory farm crews.

Mr. Wilbur Keith, Informational Representative, Bureau of ES, told the Committee that he had last week seen several carloads of Mexicans, who had been recruited in San Antonio, leave for beet fields in Northern States.

Mr. Carnahan expressed the opinion that the LSC needs to devote a full meeting or appoint a continuing sub-committee for study and review of "this whole farm labor demand and supply problem." He suggested that some branch of the Government should engineer and plan for the farmers in this connection. He declared that the average wage per person is $1.35 per week for spinach field hands near Mathis, Texas.

### Recruitment of Japanese for Employment in Cameron County, Texas

Copies of telegrams were read to members relative to alleged efforts of Texas employers to recruit 200 Japanese families from El Centro, California for employment in Cameron County, Texas.

## CONTRACT DISTRIBUTION

### Ford Motor Plant - Dallas

A resolution addressed to the WPB, recommending direction to the Ford Motor Plant, Dallas, Texas, of sufficient orders for war material to permit full utilization of facilities and available trained production workers, was adopted by the Committee.

## COMMUNITY PROBLEMS

### Day-care of Children for Women in Industry; Lanham Act

Arrangements have been made for the ES to assist in compilation of pertinent family data on women employees of the shell-loading plant at Texarkana, Texas. Between 7,000 and 8,000 women will be employed at this plant. Education authorities are interested in providing adequate facilities in the area for children of working mothers. If all projects, which have been proposed, are set up in the area, all labor available within a 300 mile radius of Texarkana will be needed to man the plants. Plans must be made to make full use of local labor and to provide adequate housing, sanitation, school, health, and welfare facilities.

A representative of the U. S. Office of Education explained the Lanham Act which makes possible the extension of facilities for children of pre-school age in defense areas. He also indicated that funds are now available for use by the U. S. Office of Education for buildings for defense training classes where additional facilities are needed.

## LABOR SUPPLY COMMITTEE MEMBERSHIP

### Membership Changes

The following membership changes were announced by the Chairman: appointment of Mr. Reginald I. Raymond, New Orleans, as Regional Labor Representative, Labor Relations Section, Labor Division, WPB; appointment of Dr. F. A. Buechel for the Bureau of Labor Statistics, U. S. Department of Labor; resignation due to the retirement of Mr. E. H. Jennings, Civil Service Commission, Region X; death last week of Mr. W. L. Childs, Representative of Management. A successor to the late Mr. Childs has not been named.

Field Management Division
United States Employment Service
April 20, 1942

11:RO:X:C

Ans. 3/9/42

Regional

**FEDERAL SECURITY AGENCY**
**COORDINATOR OF**
**HEALTH, WELFARE, AND RELATED DEFENSE ACTIVITIES**

**OFFICE OF THE**
**REGIONAL COORDINATOR**

901 Maverick Building,
San Antonio, Texas,
March 6, 1942

AIR MAIL

Miss Martha J. Ziegler,
Field Agent, Women's Bureau,
U. S. Department of Labor,
Purefoy Hotel,
Talladega, Alabama

Dear Miss Ziegler:

This will acknowledge your letter of March 2, 1942.

We should be very glad to have Miss Wolfe attend the meeting of the Region X Federal Advisory Council. The meeting will convene at 9:00 a.m., March 13, in the Tapestry Room of the St. Anthony Hotel. This room will be available to us until 10:00 a.m., March 14, after which time we shall have the use of Mezzanine A.

We shall be glad to make hotel reservations for Miss Wolfe, or, of course, she may communicate directly with the hotel of her choice. Minimum rates at the St. Anthony Hotel are $2.50 for single rooms, and $3.50 for double rooms.

I know that we would be benefited by any contribution Miss Wolfe may make to the discussions, and I hope that it will be possible for her to attend.

Very truly yours,

James B. Marley

James B. Marley,
Regional Director,
Defense Health and Welfare Services,
Region X

WOMEN'S BUREAU
APR 11 1942
DEPARTMENT OF LABOR

LABOR SUPPLY COMMITTEE
REGION X

901 Maverick Building,
San Antonio, Texas,
April 3, 1942

TO: All Members and Alternates,
Tenth Regional Labor Supply Committee

FROM: Office of the Acting Chairman

SUBJECT: Report of Fifteenth Meeting of Tenth Regional Labor Supply Committee

Attached is a mimeographed copy of my report of the fifteenth meeting of the Tenth Regional Labor Supply Committee, held at the Texas Hotel in Fort Worth, Texas, March 30, 1942.

Irving W. Wood.
Irving W. Wood,
Acting Chairman,
Tenth Regional
Labor Supply Committee

Attachment

APR 7 1942

STRICTLY CONFIDENTIAL

# TENTH REGIONAL LABOR SUPPLY COMMITTEE

## Fifteenth Meeting, March 30, 1942

## Texas Hotel, Fort Worth, Texas

MEMBERS AND ALTERNATES PRESENT DURING EXECUTIVE SESSIONS:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
F. A. Buechel, Consultant, U. S. Bureau Labor Statistics
William G. Carnahan, Minorities Section, WPB
Fred W. Erhard, Apprenticeship Section, U. S. Department of Labor
Dwight Horton, Colonel, U. S. Army, Selective Service
Travis J. Lewis, Apprenticeship Section, U. S. Department of Labor
R. H. McNew, Training and Reemployment, WPA
Captain George S. Nalle, QMC, Liaison Officer Q.U.S.W., Austin
Reginald I. Raymond, Regional Labor Relations Representative, Labor Division, WPB
B. J. Walker, U. S. Department of Agriculture
Tracy T. Word, Training Within Industry Section, WPB

OTHERS PRESENT AT OPEN MEETING:

John Beecher, President's Committee on Fair Employment Practice, Washington, D.C.
Spurgeon Bell, Head Economist, NRPB, Washington, D.C.
Curtis O. Booher, U. S. Office of Education, San Antonio, Texas
F. J. Burns, International Representative, U.A.W., CIO, Dallas, Texas
Carl S. Carlson, Grand Lodge Representative, International Association of Machinists
Lieutenant Commander Roy L. Cook, Liaison Officer, Selective Service, Santa Fe, New Mexico
C. J. Crampton, Contract Distribution Branch, WPB, Houston, Texas
William Crawford, Guiberson Diesel Engine Company, Dallas, Texas
R. E. Curtis, International Representative, U.A.W., CIO, Dallas, Texas
W. R. Driscoll, International Representative, U.A.W., CIO, Dallas, Texas
James R. Ellis, United States Employment Service, Fort Worth, Texas
L. M. Fagan, Grand Lodge Representative, International Association of Machinists
W. P. Flournoy, Secretary, Machinist's Local No. 791
H. S. Foster, Chamber of Commerce, Fort Worth, Texas
Roy L. Haynes, Bureau of Employment Security, San Antonio, Texas
H. W. Holtzer, W. P. L., Fort Worth, Texas
J. B. Keely, Training and Reemployment, WPA, Houston, Texas
Wilbur Keith, Informational Service, Social Security Board, San Antonio
Harold Luttge, Ordnance Engineer, St. Louis Ordnance District
Ernest L. Marbury, Field Representative, Labor Division, WPB, Washington, D.C.
James B. Marley, Regional Director, Social Security Board, San Antonio
L. M. Mason, Consolidated Aircraft, Fort Worth, Texas
Howard May, Assistant Director, USES for Texas, Austin, Texas
Leonard Outhwaite, War Production Board, Labor Division, Minorities, Washington, D.C.

OTHERS PRESENT AT OPEN MEETING: (Continued)

John D. Reed, Labor Commissioner, Austin, Texas
William H. Rima, Jr., Tenth U. S. Civil Service District, New Orleans
Paul E. Spruill, Coordinating Officer, State Board for Vocational Education, USES
Joe T. Steadham, Transportation Brotherhoods, Austin, Texas
W. C. Timmons, USES, Fort Worth, Texas
A. Triche, Louisiana Department of Education, Baton Rouge, Louisiana
Green B. Trimble, Director Defense Training, Public Schools, Fort Worth
T. L. West, Hobbs Manufacturing Company, Fort Worth, Texas
Preston L. Wright, National Housing Agency, Dallas, Texas
H. A. Ziegler, NYA Area Director.
Ervin K. Zingler, Economist, NRPB, Dallas, Texas

MEMBERS AND ALTERNATES ABSENT:

Robert Ansley, Defense Training, NYA
C. Z. Crain, Training and Reemployment, WPA
James C. Evans, Negro Employment and Training Section, WPB
Paul H. Figg, U. S. Civil Service Commission
Harold W. Fletcher, Training Within Industry Section, WPB
E. H. Jennings, U. S. Civil Service Commission
J. C. Kellam, Defense Training, National Youth Administration
P. E. Locke, Division of Contract Distribution
A. C. Martin, Jr., Assistant Regional Representative, San Antonio
Frank L. Miller, U. S. Office of Education
Lieutenant Commander Edwin G. Moorhead, Headquarters, Eighth Naval District
John Pritchard, Defense Training, NYA
J. Lester White, Major, U. S. Army, Selective Service
W. R. Woolrich, ESMDT, U. S. Office of Education

## ACTION TAKEN AT EXECUTIVE SESSIONS

(9:15 a.m. to 1:10 p.m. - 2:10 to 5:10 p.m.)

MOTION PASSED: That the following resolution submitted by Mr. Reginald I. Raymond be forwarded to the attention of the War Production Board:

"WHEREAS, it is the desire of the War Production Board that all lack of full utilization of plant and manpower facilities for War Production be reported instantly to the War Production Board, and
"WHEREAS, the Ford Assembly Plant in Dallas, Texas, has production facilities far in excess of those presently being used and can obtain many times the present small force of 600 workers to produce needed war supplies and can and should increase from the present single shift to a 3-shift basis of operations, and
"WHEREAS, at present approximately 800 of the former employees of this plant are laid off and highly desirous of re-entry into the Ford labor operations,

"Therefore be it
"RESOLVED, that the Labor Supply Committee of the Tenth Region, respectfully and urgently recommend to the War Production Board through the proper channels, the direction to the Ford Plant in Dallas, Texas, such supply of orders as may not only cure the lay-off situation in that plant but enable it to contribute its maximum to the supply of war materials."

MOTION PASSED: That future business of the Committee be conducted in executive session; invitations to local Labor and Management representatives be discontinued, except in instances where existing problems are presented in writing and interested persons invited to appear before the Committee.

MOTION PASSED: To authorize the Chairman to set the date and place for the next meeting, with the understanding that such meeting will be held as soon as WPB directives are received outlining the revised organization plan for the Labor Supply Committee.

MOTION PASSED: That the Chairman be authorized to prepare and resubmit to the WPB a concise statement of resolutions and recommendations previously prepared and presented to Washington by the Committee, wherein action is pending or no reply has been received; that the material be prepared separately, according to topics and subject matter, including recommendations that adequate provision be made for day-care of children of mothers employed in defense plants, and adequate community services provided as necessary to secure and maintain an adequate and effective labor supply at defense jobs.

IT WAS AGREED: That the Chairman will appoint a subcommittee to meet with members of the Labor Supply Committee in Region VII after approval of such a meeting is obtained from Washington. Labor supply and demand in shipbuilding in the Gulf Coast area will be the subject for the proposed meeting.

## 1. Morning Executive Session, 9:15 a.m. to 1:10 p.m.

Minutes of the previous meeting were approved as written.

### A. Report by Chairman on Matters of Committee Concern Since Its Last Meeting

After approval of the minutes, the Chairman outlined briefly the action taken at the Houston, Texas, conference March 25 conducted by War Production Board Officials on organization of local labor and management committees as proposed by Mr. Donald M. Nelson in his radio address of March 2. Mr. Wood explained that the purpose of these local committees will be to direct the production drive in war plants. A similar meeting was held in Dallas on March 26. Committee members were advised in advance and invited by the Chairman to attend these meetings.

### Membership Changes:

The following membership changes were announced by the Chairman: appointment of Mr. Reginald I. Raymond, New Orleans, as Regional Labor Representative, Labor Relations Section, Labor Division, WPB; appointment of Dr. F. A. Buechel for the Bureau of Labor Statistics, U. S. Department of Labor; resignation due to the retirement of Mr. E. H. Jennings, Civil Service Commission, Region X; death last week of Mr. W. L. Childs, Representative of Management. A successor to the late Mr. Childs has not been named.

The Chairman read the following letter dated March 25 from Mr. Jennings:

> "Dear Mr. Wood: In connection with the next meeting of the Tenth Regional Labor Supply Committee announced to be held at the Texas Hotel in Fort Worth, Texas, on the 30th instant, I regret to inform you that neither Mr. Figg nor I will be able to attend this meeting in view of impending changes in this office on or about that time, as set forth in our Circular Letter No. 988, copy herewith.
>
> "You will observe that I am retiring from the service and Mr. Figg will become Acting Manager of this Civil Service District on April 1.
>
> "We have arranged to have Mr. William H. Rima, Jr., one of our Special Representatives, who is located at Dallas, attend this meeting and represent this office.
>
> "At this time I will take the opportunity to assure you that my association occasioned by membership on the Tenth Regional Labor Supply Committee has been a most pleasant and profitable one. I will be frank and state to you that at the beginning I was doubtful whether membership on this Committee would be of much benefit to us, and I expected to attend only irregularly. However, from the outset I found the meetings of such great interest and the information secured of such benefit to us that as far as I can recall, I have only been absent from one of the meetings of the Committee since the Committee was first established.
>
> "I also desire to congratulate you for the very efficient manner in which you have handled the Chairmanship of this Committee. I have felt at all times that you were leading the Committee in such a manner that it was accomplishing the maximum of results which could be attained by such a Committee operating in this section of the Country. I shall be glad if you will convey to the Committee my sincere regret that my connection will be terminated. I assume that you should report to the War Production Board the fact of my resignation from the Committee effective March 31, 1942, in order that another representative of the Civil Service Commission may be designated to serve on the Committee, which no doubt would be Mr. Figg. He, of course, will continue to represent the Commission in his capacity as Alternate Member of the Committee until formally designated Member of the Committee."

## Day-Care of Children for Women in Industry; Lanham Act:

Arrangements have been made, Mr. Wood informed the Committee to have the employment service assist in the compilation of pertinent family data on women employees of the shell-loading plant at Texarkana, Texas. A simple form questionaire has been prepared and will be used by the employment service at the time women applicants are interviewed for referral to employment in the plant, and these data will be made available to Federal and State agencies concerned with any problems in connection with family life of the workers at the Texarkana plant. Mr. Wood pointed out that between 7,000 and 8,000 women probably will be employed there, and that housing, sanitation, health, and child care are factors which will be of particular interest to agencies charged with responsibilites under their respective programs. Educational authorities are particularly interested in providing adequate facilities in the area for children of working mothers, it was pointed out.

Data obtained on the questionaire forms will be useful to the Federal Security Agency for determination of need in the community and will be of material benefit to the educational and public welfare agencies. Mr. Wood emphasized the fact that provision of adequate community services is necessary in order to secure and maintain an adequate and effective labor supply. If all projects which have been proposed are set up in the area, all labor available within a 300 mile radius of Texarkana will be needed to man the plants. Plans must be made to make full use of local labor, and at the same time provide adequate housing, sanitation, school, health, and welfare facilities.

Mr. Curtis O. Booher, U. S. Office of Education, was called upon to explain some details of the Lanham Act which will make possible the extension of facilities for children of pre-school age in defense areas. He indicated that he is working on the Texarkana situation, and hopes to be able to meet any needs which may develop there. He also indicated that funds have now been made available for use by the U. S. Office of Education in providing buildings to accommodate defense training classes where such additional facilities are needed.

Special Meeting March 10:

Action taken by members at the special meeting in San Antonio March 10 was briefly reviewed. In this connection, members were advised that their request to Washington for a definition of the meaning of the "Defense Training Branch" in the tentative Labor Supply Committee organization had not yet been answered. Upon passage of a motion by Mr. Crampton, the Chairman was instructed to prepare a compendium of requests for information and statements of policy which have been forwarded to Washington by the Committee, and on which action is still pending, or replies have not been received. No further information has been received from Washington with respect to final action taken on "Tentative Instructions and Policies Governing the Conduct of the Labor Supply and Training Program of the Labor Division of the War Production Board." Mr. Ernest Marbury, Labor Supply and Training Bureau, WPB, stated that certain changes have been made in these instructions and policies, based on recommendations of Labor Supply Committees in the various regions, and that it was his understanding that copies of these instructions will be mailed out of Washington early this week.

The Chairman recalled the discussion at the Dallas meeting January 26 of the need for representation on the Committee of Federal housing agencies in order that action might be expedited on housing problems which affect labor supply. Mr. Wood read the following from a memorandum dated March 3, 1942, from General Frank J. McSherry to Mr. C. R. Dooley, the latter having been present at the Dallas meeting, and having agreed at that time to assist in speeding the appointment of a housing representative on the Committee:

> "Due to the reorganization of the Housing Agencies and the prospective decentralization of the National Housing Agency, I believe that the

matter of appointing a Representative of the FHA should be deferred until the regional man has been designated.

"Furthermore, it is now possible that the Bureau of Labor Supply and Training will have representatives at the local level with a man assigned to housing and transportation problems. This representative would then be available for liaison work on housing and transportation problems in the region."

Mr. Wood read the following list of items and reports which were distributed from his office to the members since the last meeting: revised directory of membership; Labor Market Report, USES in Louisiana, New Mexico, and Texas, covering period 1-15-42 to 2-15-42; Local Labor Market Survey on Houston-Baytown area by U. S. Employment Service in Texas, and Report on Training in Louisiana.

Mention was made of a contract awarded to the Higgins Industries, New Orleans, for 200 cargo vessels. Mr. T. T. Word, TWI, elaborated on this information, and stated that new shipyard facilities are now under construction by the Higgins Company, which plans to build the ships at the rate of one per month. A total of twenty-four ways will be built, he said, and according to early estimates, probably 40,000 workmen will be employed. Special training will be conducted by the company to provide a source of trained workers for the job.

A labor schedule for the Silas Mason Company, Doyline, Louisiana, has been secured by the USES, and was made available through efforts of Colonel Dwight Horton, Army Selective Service, and Mr. Henry LeBlanc, Director of USES in Louisiana.

War Department Circular No. 41:

As a result of recent contacts by Colonel Horton with the North American Aviation Company, Grand Prairie; the Southern Aircraft Company, Dallas; and the Consolidated Aircraft, Fort Worth, arrangements have been made for these three companies to furnish labor demand information necessary for proper planning by the employment service and training agencies for meeting the employment requirements of these plants. Colonel Horton remarked that in his opinion the employment service is using a form on which is entered more information than should be requested from defense employers. Considerable discussion ensued on this point. It was agreed that recent directives to defense employers regarding dissemination of certain plant information might logically be misinterpreted by some employers; and that further clarification from Washington is desirable to prevent misunderstandings, while at the same time information needed by the employment service and other Federal and State agencies concerned with labor supply and demand may be provided without delay. Mr. Wood pointed out it is very necessary that the employment service be furnished with actual labor demand information from defense plants in order to plan in advance to meet the needs in the various occupations. Training programs, the matter of housing, transportation, and related subjects are all closely involved with the matter of labor supply and demand, he said.

Colonel Horton suggested that it might become necessary and might even be desirable for his office to obtain the necessary data from defense contractors and furnish them to individuals representing the various interested governmental agencies. This plan might serve to limit the number of contacts by Government agencies with employers, and also provide a control over distribution of information from the war plants. Mr. Wood remarked that the employment service secures data from employers and furnishes information to the other organizations concerned with the war program, thus minimizing employer visits.

This discussion was precipitated when Mr. Word mentioned regulations in Circular No. 41 issued March 7 by the War Department Air Corps, Material Division, to defense contractors which included the following directive: "Release no production figures nor production figures indicating total number of employees, backlogs of orders, or area of land occupied."

Mr. C. J. Crampton, Contract Distribution Branch, WPB, remarked that his agency has complete and detailed information regarding facilities and equipment of industrial plants in the region. He suggested that a general policy statement would be most helpful to his organization so that he might know what should be done with respect to release of information to various Government agencies. He said that almost daily this question arises in some of the 120 field offices of his organization. He suggested that individuals representing Government agencies be furnished adequate personal identification papers so that data will not be released to persons not properly authorized to receive them.

Mr. Marbury announced that clarification of instructions to employers with respect to release of plant information will be sent from Washington in the near future. The Chairman stated that if the employment service encounters further difficulties, a request for assistance in clarifying instructions will be made to his Bureau.

The Chairman read a letter dated March 4 from Captain Roy D. Hickman, Birmingham Ordnance District, Birmingham, Alabama, in which Captain Hickman advised that the Flintkote Corporation and the Crescent Bed Company, New Orleans, and the Gaylord Containers Corporation, Bogalusa, Louisiana, have not made application to the Procurement Planning Division of the Birmingham Ordnance District for defense contracts. These three firms were mentioned at the New Orleans meeting by representatives of organized labor as facing layoffs because they did not have defense contracts. It was suggested that headquarters offices of these firms located in other States may have made application through other channels for war contracts. It was agreed that no action was necessary at this time by the Committee.

## National Occupational Inventory:

Reference was made to the National Occupational Inventory to be prepared by the USES from questionnaires mailed by Selective Service Boards to all February 16 registrants. It was pointed out that local offices of the employment service will be required to perform a great deal of work in assisting selectees to fill out the questionnaire forms and also to compile occupational information.

Mr. Wood said that according to information furnished by Mr. J. H. Bond, USES Director for Texas, some 700,000 individuals will receive these questionnaires in Texas, and that the employment service in his State anticipates a total of about 70,000 will be "sifted out" for interview and re-interview in preparation of the National Occupational Inventory.

The Chairman indicated that he will appoint a subcommittee to meet with members from the Labor Supply Committee in Region VII for the purpose of discussing labor supply and demand in shipbuilding in the Gulf Coast Area as soon as he has secured the necessary clearance from his Bureau for arrangements of such a meeting, and it is deemed feasible.

Mr. William G. Carnahan, Minorities Groups, WPB, remarked that if such a joint meeting is held, he hoped the subject of complete utilization of local labor, particularly minorities, in the area along the Gulf Coast will be made a topic of discussion and given full consideration. Mr. Fred W. Erhard, Apprenticeship Unit, U. S. Department of Labor, suggested that committeemen from the two regions confer with representatives of the Gulf Coast Metal Trades and the Gulf Coast Shipbuilders when the latter groups meet to work out new wage stabilization agreements. It might be possible at that time, he pointed out, to discuss with these representatives of the shipbuilding industry the importance of and need for adequate training programs in the various shipyards.

B. Unfinished Business

A subcommittee composed of Messrs. McNew, Miller, Bond, and Kellam appointed at the February 9 meeting of the Committee to determine what defense training facilities are not being fully utilized and to make recommendations as to what should be done to insure full use of all training stations in Region X on a 24-hour basis did not present a report considered adequate by the Chairman. He expressed disappointment over the lack of attention given by the subcommittee to this assignment. He authorized continuance of the committee, named Mr. Frank L. Miller as Chairman, Mr. William G. Carnahan, Minorities, and Mr. John Beecher, President's Committee on Fair Employment Practice, to assist in the preparation of a factual, written report which is to be forwarded to the Chairman within ten days from the date of the meeting. An exhaustive study of the subject was requested by Mr. Wood, "So that this Committee will have facts and figures and something it can stand on."

Mr. Wood read a letter dated March 3 from Mr. John Pritchard, Regional N. Y. A. Director, in which it was pointed out that many N. Y. A. training stations are not being operated on a 24-hour basis, and that such limitations on their use are in accordance to mandatory instructions issued from Washington on November 7, 1941.

Colonel Horton asked, "Do you mean to tell me there has been no change in those instructions since December 7?"

Mr. McNew said that the subject of training was fully discussed with Mr. Willard Deason, of the NYA Administrative Office in Austin. He said that Mr. Deason had informed him that most all of the NYA shop facilities are being used, but not all on a 24-hour basis. The NYA officials are ready to increase training as soon as certification of need is received from the employment service. Funds are adequate and no delay is due to lack of money.

Mr. Paul Spruill, Vocational Education, Texas Department of Education, reported that NDT facilities of schools in the State are practically on a 24-hour basis and that training is being conducted to maximum capacity in all courses where unlimited training has been authorized. He said that shops at the North Texas Agricultural College, Arlington, will be available for use during the summer vacation period, and arrangements are being made to use these facilities.

Problems in Training Field:

Mr. Howard May, USES for Texas, declared that "this all-out training business has complications." He pointed out that trainees migrate to other sections of the country if jobs are not available locally upon completion of their courses. He pointed out that had training been conducted earlier in the Fort Worth Area to meet the needs of employers in other parts of the Nation, the graduate trainees likely would have migrated, and as a result would not be available to meet the increasingly heavy demand in the Fort Worth Area. He mentioned the East Texas and West Texas "labor supply areas" which within the past few weeks have become, or are becoming demand areas. He remarked that if training had been conducted in these sections for employers elsewhere, a serious problem would now exist in these localities which now have, or will soon receive, large defense contracts. Timing of training is important. Two major problems involved in the training field, he said, are (1) loss of skill by the trainees if they are not put to work very soon after completion of training, and (2) migration of trainees to other localities, sometimes to distant States, if jobs are not ready upon completion of training. "This training thing can stand a lot of coordination from both a regional and a nation-wide basis. If our labor is needed elsewhere, we should be advised in advance as far as is possible so that we may adjust our training programs accordingly," he declared.

The Chairman remarked that he believed it was nothing short of criminal negligence if any equipment is permitted to remain idle anywhere that might be used for training urgently needed production workers. "Within this year we will need every man-jack that has any kind of training, regardless of the color of his skin. It takes weeks, months, and even years to train skilled workers. This is not Texas, New Mexico, nor Louisiana labor we are talking about, but it is United States labor."

Colonel Horton expressed the opinion that we should be training all that we can. From the information received from Washington, he said that it now appears that ten million more people will be employed in the war effort, and that an additional five million more men will be added to the armed forces.

Dr. Andrew Triche, Louisiana Department of Education, suggested that it may become necessary for the Federal Government to help finance individuals in the lower income brackets so that they may take defense training. He said there are many people in Louisiana who have "little day jobs" and are not financially able to support themselves while spending time in day training classes. He suggested that if provisions could be made to help these individuals finance their actual daily needs while in training, many more persons will become available for training in his State.

Mr. Marbury remarked that training is being conducted in Mississippi for shipbuilding in New Orleans, and that Florida also has trained workers employed "as far up as Texas." For that matter, he said, many of the Louisiana trainees are working in Mobile, Alabama.

Defense Training for Negroes:

Mr. Carnahan again brought up the subject of Negro training in Texas in particular and the minorities question in general, and over an hour was spent in discussion. He suggested that it did not seem wise to train welders in Texarkana for jobs at Port Arthur, Orange, and Beaumont and move them into these localities when labor was available locally. If necessary, the training stations might be moved into these cities or others secured for training available Negroes who already live in these communities.

Mr. Wood commented that "a beautiful job of 'buck-passing' has been going on for months on this training of Negroes." Employers, on the one hand, cannot hire the Negroes unless they are qualified; on the other, the training people insist that employers will not hire qualified Negroes and therefore there is no need to train them. The first step that must be taken to break this impasse is to train and qualify Negroes in numbers large enough to make their use on a job practicable to the potential employer. There is much evidence in this region that employers will hire qualified Negroes.

The Chairman said it was his recommendation that the WPB issue a directive to have training set up on a ratio basis or some basis which will get the Negroes trained for a big job they may be called upon to perform if we are to win the war. Washington should do this to help these fellows out here in the field by taking some of the "heat" off them. He declared that, "I think our margin of safety in this war may be this 10 per cent of our population and labor supply that is not yet being used. Let's be realistic about this. I favor training these people to the utmost of their capabilities, and doing it fast!"

At this point, the Chairman invited Mr. Leonard Outhwaite, Minorities, WPB, to comment on the subject. He responded with apparent feeling, and in his opening remark suggested that: "We must be realistic about this problem which does not apply only to Texas and the South, but to all parts of the country as well."

He corrected Mr. Wood's statement relative to percentage and pointed out that Negroes now account for 13 per cent of the total population. Another 8 per cent is added to the minorities group by discrimination in the East, he said, "and by the time we get through adding up, the problem gets to be enormous." He stressed the importance to the war effort that training be provided for and discrimination discontinued against minority groups, and criticized the Committee for its failure to get a larger program underway for training these groups.

It was suggested by Mr. Ernest Marbury, Labor Supply and Training, WPB, that a determination be made at the local level as to the total number of Negroes available for training "and then put the matter squarely up to the training people and request them to go ahead; I think they will train them."

Mr. Spruill informed the Committee that at Houston classes in welding for Negroes are now operating on a four-shift basis. He said 45 trainees are ready to go into employment now. At Prairie View College classes are conducted for Negroes in welding, machine shop, and blacksmithing. Mr. May said that he visited the Houston schools last week with Colonel Burnell and the latter had remarked he had never seen better equipment nor a finer group of Negroes anywhere.

"We are now in a position to find out if employers will hire these Negroes in jobs for which they are trained. If not, the employment service and the educational people cannot make them. Mr. Eddy is utilizing all his facilities on a 24-hour basis where unlimited training has been authorized. But we must follow demand in planning the courses," Mr. Spruill remarked.

Mr. Wood asked if the number of Negro trainees was enough to swing a job. He added that apparently the point of Mr. Spruill's remarks was that there is a need for a policy and directive from Washington.

Mr. John Beecher, Fair Employment Practice Committee, expressed the opinion that the President's Executive Order was sufficient directive to the training people and others to go ahead. He stated that Higgins Industries in New Orleans planned to train 5,000 whites and 5,000 Negroes, with separate ways and complete shops planned for the Negro workers on the big shipbuilding job there.

Mr. Fred W. Erhard, Regional Apprenticeship Supervisor, suggested that Negroes are tempermentally and physically best suited for certain jobs. A study should be made, he said, to determine the best employment possibilities for the minorities.

"If we could forget color and think only in terms of the Nation's manpower needs, we could get farther on this problem," the Chairman declared.

Funds Available for Shop Building:

Mr. Booher informed the Committee that funds are available under the terms of the Lanham Act for provision of shop buildings for authorized defense training classes. The following four determinations must be made, however: (1) are stations being used 24 hours a day in area or State; (2) approximately how many are available to be trained; (3) will there be a demand for trainees; (4) is other equipment available?

Mr. T. T. Word, said that two TWI institutes are underway at Texarkana where in-plant training will be used at the defense project there.

Mr. Reginald I. Raymond, Regional Labor Relations Representative, WPB, made the following written report on his investigation of (a) employment of Negroes in shipbuilding in New Orleans, and (b) displaced UAW workers at Dallas:

> "Since the fourteenth meeting, two matters have been referred by the Acting Chairman to the Labor Relations Representative. Reports upon these follow.
>
> "1. The case of reemployment of workers laid off by the Ford Plant at Dallas. The facts are: of 1400 originally employed, about 800 have been laid off. Every possible help toward reemployment, including retraining, has been extended to these workers by the Dallas office of the United States Employment Service, and have been appreciated and to some extent, utilized by the workers. However, alternate re-hiring and lay-offs of these workers by the Ford Plant have frankly discouraged other local employers from hiring them. A major source of reemployment is the

North American Aviation Company of Dallas, which agreed to interview workers at the rate of 25 per day, although this plant's daily hirings are reported greatly to exceed that number. Reason for the 25-per-day limitation was not given. Ford workers applying to the North American employment offices report that in many cases they were not interviewed as promised, although at the same time many other applicants were being taken on at the Company gate. Those Ford workers who then pocketed their USES referral cards and joined the gate crowds, were told, as soon as their Ford identity was learned, that they would have to get USES referral cards and come back to the Company's employment office. Documentation of these statements has been promised by President Nooncaster, Acting President of the C.I.O. Local of U.A.W.A. at the Ford Plant; but such documentation has not yet arrived.

"While such employment practices on the part of the North American Aviation Company, if substantiated, constitute clear violation of the policies of labor supply laid down in the Washington memorandum of February 23, 1942, and could be further pursued and corrected, your representative feels that the solution lies in a totally different direction and requests the Committee's action in that direction, as indicated hereinafter.

"The Ford Plant, covering 16 acres of excellent industrial lay-out, is running but one shift a day of 600 men, and a very large part of its facilities are lying idle. The manager and the workers, both those employed and those presently laid off, are utterly unanimous and eager in their desire to utilize the plant's facilities to the full on a 3-shift basis and utilizing all sections of the plant. The manager advised me that he could easily make use of 5,000 men at that production rate. The collaborative spirit between the workers and manager could not be better, as indicated by representatives of both.

"Following the meeting in Dallas for the purpose of creating joint Labor-Management Committees to speed production, labor and management in the Ford Plant were organizing this committee with feverish speed and were advised by your representative immediately to present to the War Production Board the strongest possible plea for full utilization of the plant's facilities and manpower in increased war production. It is pointed out here, as by the labor-management committee at the Ford Plant that the assembly type of work being done would permit rapid increase of employment without encountering the usual bottleneck of highly skilled labor lack.

"2. The situation concerning available supply and training of semi-skilled and skilled Negro workers in New Orleans and the extent of utilization of this supply in conformity with Executive Order No. 8802.

"Your representative, with Mr. Carnahan, Mr. Miller, Mr. Evans, of the Committee, and Mr. Henry LeBlanc, then Acting Assistant Regional Representative of the USES in Louisiana, were appointed a committee to investigate the facts and to report. In view of the occupation of your representative with final duties in the Louisiana Employment Service, and to the brevity of time within which Regional Office duties had to be assumed by him, it was not possible to summon the Committee for a conference but endeavor was immediately made by your representative to secure such written data and advice as they might provide. None has been heard from.

"Your representative, through the help of Mr. LeBlanc and his staff in the New Orleans USES office, was able to secure considerable pertinent date which is hereto appended. The data cover Exhibit 1, 'Available Supply of Colored Workers in New Orleans within the List of Selected Occupations' (point 1 of the subject upon which report was requested). Exhibit 2, 'List of Available Training Courses for Colored in the New Orleans Area,' indicating the maximum utilization thereof. Exhibit 3, 'Report of New Orleans USES Field Workers Regarding Orders for the Placement of Colored National Defense Workers in National Defense Industries.'

"The specific complaint of Mr. P. D. Dixon, Organizer of the International Brotherhood of Boilermakers, Iron Shipbuilders, and Helpers, to the effect that evident discrimination was preventing the employment of possibly two or three thousand skilled workers, brought from Mr. Joseph P. McCollum, International Representative of the Boilermakers Union, the statement that Mr. Dixon, to whom he delegated the formation of an auxilliary colored union in the New Orleans area, had been able to bring to him only 18 possible colored welders after four months of intensive effort. Mr. McCollum advised your representative that he intended to cease further activity of this fruitless kind and to dissolve the auxilliary colored union, inasmuch as its recruitment methods would not savor of good union practice. Advice as to whether this has been done was promised, but has not yet been received.

"Admitting frankly the general discriminatory attitude toward skilled colored workers prevailing throughout the South, it would appear that our Acting Chairman's frank statement to the Fourteenth Labor Supply Committee meeting adequately covers the subject: 'The situation would be clarified if Washington would direct the training of specific numbers of Negroes for defense jobs. There is no debate in this committee about minority policies and there is no disagreement here. It is now Washington's move, we think.'

"In general, your Labor Relations Representative would urge that the USES Directors in the Region be requested to pass down to their individual employment offices an urgent instruction to face this minority employment problem at first contact with each employment unit and to secure hereafter possible agreement at the outset to utilize an adequate fraction of employment from the minority groups; to be assured at once that such workers are locally available or quickly trainable; and to see that the interpolation of these minority workers into the local employment picture be carried out unfailingly."

Minorities Needed on Farms:

While it was agreed that limited time did not permit full discussion of the farm labor subject, which is rapidly increasing in National importance and apparently of growing concern in the Southwest, Mr. B. J. Walker, U. S. Department of Agriculture, touched upon some of the highlights of recent developments. Farm Land Use subcommittees have been set up in over 45 communities in Louisiana to help in meeting farm problems.

Use of minorities, including Negroes and Latin-Americans is essential to farming interests, he said. Training these workers for jobs in industry adds to the labor problems on the farms where they have participated in great numbers in production and gathering of crops.

He said that not only will minority groups be needed on farms this year but also school children and women may be used.

As an example of this increased demand in farm labor, Mr. Walker reported that representatives of employers in beet growing States have been in El Paso this Spring for the first time. Although the State law requiring payment of a $1,000 license for such agents is being enforced, "we cannot keep them from taking out 15,000 farm workers as they did last year." Many of these people, recruited mostly from Latin-American groups, do not return to this section.

Allocation of labor was mentioned as a possible development but this would be difficult, Mr. Walker pointed out, if one farm job pays $1.25 per day, and another of the same type pays $3.00 per day.

Mr. Wood declared that definite farm labor policies are necessary with sufficient delegated authority for control of this labor. If pirating is to be prevented, steps should be taken early to stabilize farm wages. Many new phases of the problem are involved now and facts must be faced, including questions on transportation, housing, and living accommodations which have become factors this year because of tire rationing and subsequent automatic restrictions on habits and practices of migratory farm crews.

Mr. Wilbur Keith, Informational Representative, Bureau of Employment Security, told the Committee that he had last week seen several carloads of Mexicans, who had been recruited in San Antonio, leave for beetfields in Northern States.

More Time to Farm Labor Subject:

Mr. Carnahan expressed the opinion that the Labor Supply Committee needs to devote a full meeting or appoint a continuing subcommittee for study and review of "this whole farm labor demand and supply problem." He suggested that some branch of the Government should engineer and plan for the farmers in this connection. He declared that the average wage per person is $1.35 per week for spinach field hands near Mathis, Texas.

The morning meeting did not adjourn until 1:10 p.m.

2. Afternoon Executive Session, 5:35 to 7:30 p.m.

A resolution addressed to the War Production Board, recommending direction to the Ford Motor Plant, Dallas, Texas, of sufficient orders for war material to permit full utilization of facilities and available trained production workers, was adopted by the Committee.

Dr. Triche suggested that it would be better if Negro training is not rushed too much in Louisiana, and recounted how the training of Negroes had resulted in a threatened race riot recently in New Orleans. Mr. Outhwaite took personal exception to Dr. Triche's remarks, particularly to statements that only individuals familiar with Southern customs and who have employed Negroes should work on the problems involved. While Dr. Triche was still talking, Mr. Outhwaite demanded that he be given the floor and then related that he had had many years of experience in working with Negroes and on the Negro problem, and was thoroughly familiar with their customs and practices. Mr. Outhwaite declared he was going to inform Washington that the time had come for directives - "if that is what you want down here; I am tired of sitting here and hearing you dump everything back in Washington's lap!" After stating that at his next meeting with the Committee he hoped the group would be smaller "so we can get away from generalities and really get down to specific cases," he left the meeting to attend to other matters.

Apprenticeship Program at Delta Shipbuilding Co.:

Mr. Erhard reported that Mr. Conner had met with officials of the Delta Shipbuilding Company in New Orleans and apprenticeship program plans completed. An apprenticeship committee has been selected, he said.

Mr. H. A. Ziegler, NYA area director, representing Mr. J. C. Kellam, read at request of the Chairman the following "brief statistical picture of the program of the National Youth Administration for Negro youths in Texas, January 17, 1942:"

> "Total assignments on all programs were 11,861 and 13,580 during the respective periods of January 17 and December 20. Total Negro assignments on all programs were 2,075 and 2,431 during the respective periods of January 17 and December 20.
>
> "Showing a slight decrease, the percentages of Negroes on all programs as of January 17 and December 20 were 17.5 and 17.9, respectively as compared with 15.5 per cent which Negro youth constitute in the total youth population.
>
> "The total defense assignments were 3,641 and 3,662 on January 17 and December 20, respectively. Negro defense assignments were 827 and 864 on January 17 and December 20, respectively. The per cent of Negroes on defense was 22.7 and 23.6 on January 17 and December 20, respectively, as compared with the 15.5 per cent which Negro youth constitute in the total youth population.
>
> "The Negro quota of number assigned to all programs in order to approximate the population ratio should be 1,838. The number of Negroes assigned to all programs as of January 17 was 2,075 which was 237 more than the number required to approximate the ratio of Negro youth in the total youth population.
>
> "The Negro quota of number assigned to the regular program in order to approximate the population ratio should be 1,274. The number of Negroes assigned to the regular program as of January 17 was 1,248 which was 26 less than the number required to approximate the ratio of Negro youths in the total youth population.
>
> "The Negro quota of number assigned to the defense program in order to approximate the population ratio should be 564. The number of Negroes

assigned to the defense program as of January 17 was 827 which was 263 more than the number required to approximate the ratio of Negro youths in the total youth population.

"By ranking the states in Region III on their percentage of Negro employment as of January 17, Texas ranks in the following manner with respect to the other ten states:

> "1. With respect to the per cent of Negro youth in the total youth population (1930 Census), Texas ranks eleventh with 15.5 per cent Negro youths in the total youth population.
>
> "2. With respect to approximating the per cent of Negro youths in the total youth population with the per cent of Negro youths assigned on all programs, Texas ranks first.
>
> "3. With respect to approximating the per cent of Negro youths in the total youth population with the per cent of Negro youths assigned on the regular program, Texas ranks second.
>
> "4. With respect to approximating the per cent of Negro youths in the total youth population with the per cent of Negro youths assigned on the defense program, Texas ranks first.
>
> "5. With respect to the per cent of Negro youths awaiting assignments, Texas ranks eighth."

Mr. Howard May, USES for Texas, read a special report for Mr. J. H. Bond, USES Director for Texas, covering employment activities in connection with supply and demand of labor for the Gray Iron Works, Inc., Galveston, Texas. This firm has a contract for construction of four coastal tankers. Construction of the ways was started December 2. Mr. May's report was in part as follows:

> "This concern has a contract with the unions which specifies that the business agents will secure all labor for the company. The firm's labor schedule calls for 566 skilled shipyard workers, and it is understood that the business agents believe they can meet this demand. The company will need the same kind of skilled workers for which other shipyards and the employment service have been vainly searching the Nation to obtain.
>
> "Since January of this year the local office has attempted through contacts with the employer and with the union representatives to point out the difficulty that would be encountered in obtaining skilled workers needed. It appears that the only reaction has been one of indifference, and there has been some inclination on the part of both to feel that the employment service is simply attempting to 'horn in.'
>
> "Inasmuch as the labor required by this employer is to be furnished by the union, and neither the union nor the employer are at all willing to depend either upon the facilities of the employment sdrvice or its advice from a labor market standpoint, the only service that we have been able to render has been an advisory one, which, to date, has not been acted upon.

"We are advising our District Supervisor that he still has the responsibility to point out to both the employer and the unions that they are likely to run into considerable difficulty in meeting their labor demands."

Mr. May also pointed out that a comparison of the wage schedule of the Gray Iron Works with schedules from other shipbuilding firms indicated that the rates of the Gray Iron Works are somewhat higher than the others.

Copies of telegrams were read to the members relative to alleged efforts of Texas employers to recruit 200 Japanese families from El Centro, California, for employment in Cameron County, Texas. The Committee adopted unanimously a motion by Mr. Lewis that invitations to Labor and Management representatives to meet with the Committee be discontinued except for instances where individuals from these groups desire to appear before the Committee after having presented their problems in writing. It was agreed that the purpose of the open meetings, to afford an opportunity for members to get acquainted with labor leaders and defense employers had now been accomplished, and that future open meetings will be discontinued.

A motion was passed authorizing the Chairman to set the date and place for the next meeting of the Committee with the understanding that such a meeting will be held as directives are received from Washington concerning proposed changes in the Labor Supply Committee set-up.

3. Afternoon Session, Open Meeting, 2:10 - 5:10 p.m.

Round table discussion in the open meeting Monday afternoon was devoted for the most part to the subject of alleged discrimination against members of the United Automobile Workers of America, CIO Union, in the Dallas-Fort Worth area.

Mr. William Driscoll, International Representative of UAW, Dallas, said that the problem of members of his organization was a little larger than it was at the time of the Dallas meeting, January 26, at which time he had reported that about 600 members of his organization had been laid off at the Ford Motor Company plant in Dallas due to defense priorities, and production curtailment. He informed those present that a total of 1,166 men had been laid off since December 24, but added that about 250 of these men had obtained employment at odd jobs in various towns. He said that about 800 men are idle as a result of the Dallas plant layoffs, who are well trained in production work. Some 450 of these workers are now attending defense training schools in Dallas, and a few have already completed this work.

"These men were informed that they were to be given preference in reemployment in defense work. Three months have passed now, and they are still unemployed. Many have exhausted their unemployment compensation benefits, and have had to sell their personal automobiles in order to take care of their families," Mr. Driscoll continued, pointing out that large defense employers in Dallas have employed several hundred workmen since the Ford layoff at Dallas, but only a comparatively small number of these were former employees at the Ford Plant.

The Chairman asked if any of the laid off workers from the Ford plant had secured employment with the North American Aviation Company at Grand Prairie. Mr. Driscoll replied that a number of former employees in the office at the Ford plant had secured employment at North American. He added that he did not know the exact number, but only a very small percentage of the production workers had been reemployed by the aviation concern.

In response to a query by Mr. Wood regarding cooperation and assistance by the U. S. Employment Service, Mr. Driscoll replied that "the U. S. Employment Bureau has made every effort to help us, and they have convinced me at least that they have done everything possible, and made an honest effort to place our people in jobs at North American and other places."

He also stated that the defense training officials in Dallas had been very cooperative, that he had no complaint to make against them, and that he wanted to compliment "the training people for the job they have done."

In discussing the possibilities of employment at North American, Mr. Driscoll said he was convinced that individuals from other localities in Texas were being employed to the exclusion of former employees of the Ford plant, who have had years of experience in line production work. He related that the Wichita Aircraft Company had rented an office at Grand Prairie for the sole purpose of collecting training course fees from persons who had taken training courses with this company. This was indicative, he said, that a large number of people had been placed at North American by the Wichita Aircraft Company since it had been necessary apparently to set up a special office to collect training fees due from former students.

From a report based on data obtained in February, the Chairman stated that of the 591 workers displaced at the Ford Motor Company during December, it has been found that 502 have registered with the employment service office in Dallas; 218 have been referred to job openings and of this number only 25 have received regular employment, and 5 temporary employment.

In response to a question by Mr. John D. Reed, State Labor Commissioner, as to whether or not discrimination has been practiced against the former Ford employees because of their union affiliation, Mr. F. J. Burns, International Representative, U. A. W., Dallas, replied, "You hit it right on the head that time, brother!"

Mr. Burns charged that the members of his organization had been given a "continual run-around" because they belonged to a union. He remarked that there is a concerted anti-union movement under way, and deplored the fact that every hour lost by a trained production worker "is just another hour gained for the interests of the Axis Powers." He suggested that full publicity be given the Dallas situation, and that complete facts be made public.

Declaring that national policy is not being effectively carried out with respect to employment practices in Dallas, the Chairman appointed a special subcommittee to make a complete investigation of the matter and report to the Chairman. "If this committee does not make substantial progress this week, I shall ask the War Production Board to send somebody down here to look into the whole situation. Washington offered to do this two months ago, but we all felt that it could be handled locally. I have been given the impression that progress generally satisfactory to labor was being made in the solution of this problem."

Mr. Reginald I. Raymond, Regional Labor Relations Representative, WPB, was named chairman of the committee which includes Colonel Dwight Horton, Mr. Travis J. Lewis, Mr. John Beecher, and a representative of the U. S. Employment Service for Texas.

Dr. F. A. Buechel, Consultant for the Bureau of Labor Statistics, informed those present that facts and figures assembled in his office were at the disposal of the Committee. He said that copies of the Texas Business Review is published by his office, and is available upon request.

Mr. Spurgeon Bell, National Resources Planning Board, explained how his organization utilized reports made by other Governmental agencies on pertinent topics relating to the utilization of labor supply and other matters of national interest.

Mr. Preston L. Wright, from the Regional Office of the National Housing Agency, Dallas, explained the functions and objectives of his organization. He said that three major functions of his agency are (1) to determine how much housing is to be built in a defense area (within quotas of the WPB), (2) which housing is to be permanent and which is to be temporary, and (3) what proportion is to be built by the Government and which proportion is to be built by private industry. He informed those present that a total of 650,000 dwelling units, all to be built in defense areas, has been authorized for the period of September 1, 1941, to September 1942. Mr. Wright defined a "defense area" in terms applicable to housing, and pointed out that such housing must be located not over two miles from the defense project or within walking distance of adequate transportation which can be relied upon as being dependable. It is very necessary, he said, that his agency obtain full information regarding labor demand and supply in order to continue proper planning to meet the housing needs.

William Crawford, Guiberson Diesel Engine Company, Dallas, said he had no requests to make, and no suggestions to offer to the Committee.

Mr. L. N. Mason, representing the Consolidated Aircraft Company, Fort Worth, said his company is ready to furnish labor information as needed. He was asked by the Chairman if the outlook on the training job was satisfactory. Mr. Mason answered in the affirmative, and expressed belief that the training people will be able to take care of the needs of his company.

Mr. Green B. Trimble, Director, Defense Training, Fort Worth Public Schools, expressed considerable concern over training problems which he believes face the city of Fort Worth. He said that one of the problems in connection with training for the Consolidated Plant was the matter of Negro minorities. A second problem involves a request by individuals now employed who will soon be laid off because of defense priorities. He suggested that shorter training hours might be set up to enable these persons to obtain specialized training and would enable them to secure jobs in defense plants. The third problem involves space and facilities for setting up a school of sufficient size to provide trainees for the Consolidated Aircraft Plant. According to present information a total of 35,000 men will be employed at the Fort Worth aircraft plant, he said.

Others making comments during the meeting included Mr. C. O. Booher, Mr. Carl S. Carlson, Mr. L. M. Fagan, Mr. C. J. Crampton, Mr. Leonard Outhwaite, Mr. Reginald I. Raymond, Mr. Joe T. Steadham. The latter made a "fight talk" to conclude the afternoon meeting. "We need to get war minded. The quicker we all get scared, the better for us," he remarked.

Irving W. Wood.

Irving W. Wood,
Acting Chairman,
Tenth Regional
Labor Supply Committee

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No. 16 - 6/1/42

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# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Sixteenth Labor Supply Committee Meeting
## San Antonio - June 1, 1942

### LABOR RECRUITMENT

#### Report on Progress in Construction of War Industries--Texas

Report on construction progress as well as anticipated labor demand for ordnance plants, air training schools, aircraft plants, etc. was given. Workers are being selected at Texarkana for pre-employment training and simple dexterity tests are used in making applicant selections. Out of 100 people given tests, approximately 72 are accepted indicating that the test is not rigid.

#### Cooperation with USDA War Boards

The Chairman discussed mobilization of workers essential to obtaining the U.S. Department of Agriculture's production goals through the USDA War Boards and with the full cooperation of all Governmental agencies concerned in the program. He pointed out the fact that farmers will be confronted with a highly competitive labor market situation this year and reviewed the problems involved, including transportation of workers, pyramiding of demand, artificial shortages caused by wages and working conditions, etc.

### DEFENSE TRAINING

#### Full Utilization of Facilities

A report was made by the ES and Vocational Education Department for Texas. The WPA Representative stated that the training subject should be given constant study and his observations, based on a personal visit to the Fort Worth-Dallas-Arlington area and the recent reports of training stations in defense schools there were that they are not being filled. The Chairman is to meet with the Texas Council of State Administrators, the WPA Representative, and an ES Representative to discuss the training picture in Texas.

Mr. Kellam, NYA Representative, said the NYA, as of May 27, had 3,346 youths in defense projects. He emphasized the following eight points as factors which tend to prohibit 100 percent utilization of training facilities: (1) Rulings of the training agencies on the National level; (2) rulings of the training agencies on the State level; (3) rulings of the training agencies on the local level; (4) the immediate need of State industry; (5) the minority question; (6) the sex question, whether or not to train women and for what occupations; (7) the absence of qualified teachers; (8) the absence of trainees who meet industry's specifications.

DEFENSE TRAINING - Continued

Mr. Will Rogers, regional office of the USES, reported on arrangements made to meet employers' needs in New Orleans through closely coordinated efforts of the training agencies and the ES. He brought out that Higgins Industries, engaged in filling essential shipbuilding orders, will not be able to meet its needs for trainees through its own training program, as initially reported through the press, and has invited assistance of the ES and affiliated training agencies.

### Training for Negroes

A report by Mr. McNew, WPA Representative, was read regarding the apparently small number of Negro WPA trainees in Texas as compared to other Southern States. The report states in part that: "Doubtless, there are many reasons why a greater proportion of the training stations in Texas have not been devoted to the training of Negroes and some, if not all of these reasons, have been discussed at various meetings of the Regional LSC. Nevertheless, if training of Negroes is to be increased, and it is generally agreed that such training will be needed to man adequately the rapidly developing industries in Texas, additional training stations must be provided."

### Higgins Industries--Shortage of Naval Architects and Marine Engineers

Dean W. R. Woolrich, ESMDT Regional Coordinator, urged that Higgins Industries be cautioned as to the existing shortage of Naval Architects and Marine Engineers. He suggested that somebody should inform Mr. Higgins in New Orleans that it takes one month to get Washington's approval to set up this training, two weeks to get stations arranged for, and four months to train architects and engineers who already must have had prior technical class work in college. It will take at least five and one-half months to get these men ready from the time the decision is made to start training them. Based on experience with the Consolidated Shipbuilding Company at Orange, many more men in these classifications will be required by Higgins than he has indicated he will want, Dean Woolrich said. At Orange the employer initially said he needed 20 of each classification and now the total in each group is up to 90, he remarked.

The Chairman suggested that Mr. Rogers, training official on his staff, meet with Dean Woolrich, and college officials in the ESMDT program in Louisiana meet in the immediate future with Mr. Higgins' representatives in New Orleans. Dean Woolrich promptly agreed to attend such a meeting to formulate plans to cooperate in filling shipbuilding demands for technical men.

DEFENSE TRAINING - Continued

### Fort Work-Training Projects Plant Will Not Materialize Due to Delays

Although funds were available and the City of Fort Worth had agreed to furnish quarters at the Frontier Celebration grounds for an NYA residence center for 500 trainees for war plants at Fort Worth, a sponsor for the project could not be obtained until too late to make use of the monies and facilities offered by the NYA. The City wanted approval by local school authorities but it could not be obtained, and the City later withdrew from further cooperation by leasing the land on which the Frontier Celebration buildings are located.

It was also pointed out that continued delay had resulted in repeated efforts to obtain approval for $40,000 worth of equipment urgently needed at Fort Worth for the Consolidated Aircraft trainees. "Too many people and too many agencies had to 'dabble' in the problem," he declared.

The need for nationally centralized authority in the training program was stressed. The Fort Worth incidents are exemplary of the whole training situation wherein local communities, with limited viewpoint and knowledge as to the needs of industry on a State and National basis, and because of local politics, jealousies, and selfish interests, are permitted to delay and obstruct programs of vital importance to the Nation's welfare.

### ESMDT Courses During Summer Months

Dean Woolrich, ESMDT, clearly illustrated the major problem encountered in his field when he informed the Committee that 13,000 college-trained graduates are finishing this year contrasted with the demand for 55,000 of these graduates. He remarked that ESMDT courses "will be going full-blast during the summer months." Letters have been sent to public school principles urging them to encourage boys to enter 4-year engineering courses or ESMDT courses as quickly as possible.

## MINORITY PROBLEMS

### Elimination of Discriminatory Specifications on Employer Orders

Reference was made to USES Operations Bulletin No. C-27, dated March 30, 1942, on the above subject. Employment Service offices have been instructed to report regularly and promptly instances of unsuccessful efforts to obtain employer relaxation of discriminatory specifications which have no relation to job performance.

DISRUPTIVE RECRUITING PRACTICES - See next page

DISRUPTIVE RECRUITING PRACTICES - Continued

### Policy of North American Aviation at Dallas and other Employers in Employment of Skilled Workers

Investigation by the ES has verified a report by the International Association of Machinists that the North American Aviation Corporation and other war contract holders are refusing to hire skilled craftsmen previously employed in war industries and who have been unemployed 30 days or less. This policy has been adopted, it was pointed out, to prevent accusation being made that these employers are guilty of labor pirating.

## COMMUNITY PROBLEMS

### Defense Housing

Of 6,900 housing units proposed for Orange, a total of 2,748 units has been deferred for four months and perhaps indefinitely, Mr. Joseph E. Blanton, National Housing Agency, Dallas, announced.

Field Management Division
United States Employment Service
June 27, 1942

STRICTLY CONFIDENTIAL

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# TENTH REGIONAL LABOR SUPPLY COMMITTEE

## Sixteenth Meeting, June 1, 1942

## Plaza Hotel, San Antonio, Texas

MEMBERS AND ALTERNATES PRESENT DURING EXECUTIVE SESSIONS:

Irving W. Wood, Acting Chairman, Tenth Regional Labor Supply Committee
F. A. Buechel, Consultant, U. S. Bureau of Labor Statistics
Dwight Horton, Liaison, U. S. Army
J. C. Kellam, National Youth Administration
Travis J. Lewis, Apprenticeship Training, U. S. Department of Labor
P. E. Locke, Contract Distribution Branch, War Production Board
R. H. McNew, Training and Reemployment, WPA
George S. Nalle, Liaison, U. S. Army
Reginald I. Raymond, Labor Relations, War Production Board
W. R. Woolrich, ESMDT, U. S. Office of Education
Tracy T. Word, Training Within Industry, War Production Board

OTHERS PRESENT AT OPEN MEETING:

Harry W. Acreman, Executive Secretary, Texas State Federation of Labor, Austin, Texas
Joseph E. Blanton, Housing Specialist, National Housing Agency, Dallas
A. E. Chandler, Economist, National Resources Planning Board, Dallas
Thos. H. Coghill, City Engineer, Defense Council for City of San Antonio
Jim Fritts, Chief Deputy, Texas Department of Labor, Austin
Fons A. Hathaway, Assistant Regional Employment Security Representative, NYA Liaison, Birmingham, Alabama
Roy L. Haynes, Assistant Regional Representative, Bureau of Employment Security, San Antonio, Texas
Wilbur J. Keith, Informational Service Representative, San Antonio
Harold Luttge, Mechanical Engineer, Ordnance Department, Houston
Howard May, Assistant Director, U. S. Employment Service, Austin
Will Rogers, Defense Operations Analyst, Bureau of Employment Security, San Antonio
E. R. Speer, Assistant Director, U. S. Employment Service, Austin
Paul E. Spruill, Coordinating Officer, Texas State Board of Education, Austin, Texas
Hal J. Wright, District Industrial Relations Officer, USNR, New Orleans, Louisiana

MEMBERS AND ALTERNATES ABSENT:

C. Z. Crain, Training and Reemployment, WPA
Charles N. Conner, Apprenticeship Unit, U. S. Department of Labor
James C. Evans, Negro Employment and Training Section, WPB
Paul H. Figg, U. S. Civil Service Commission
Harold W. Fletcher, Training Within Industry, WPB
A. C. Martin, Jr., Bureau of Employment Security
Edwin G. Moorhead, U. S. Navy, Eighth Naval District

JUN 13 1942

OTHERS PRESENT AT OPEN MEETING: (Continued)

John Pritchard, Defense Training, NYA
B. J. Walker, U. S. Department of Agriculture
J. Lester White, U. S. Army, Selective Service

## Morning Executive Session

(9:00 a.m. to 1:50 p.m.)

A. Minutes of the previous meeting were approved as written.

### 1. Report by Chairman on Matters of Committee Concern Since Its Last Meeting

Following approval of the minutes, the Chairman reviewed developments of interest to the Committee since the last meeting March 30 in Fort Worth, Texas.

#### A. Proposed changes in the Committee structure delayed for time being

In view of the fact that organizational plans for the War Manpower Commission and the War Production Board are still in a developmental stage, the status of the Committee, responsibilities, and personnel have not been officially changed, Mr. Wood said. The Labor Supply Committee has been instructed to continue to operate on its present basis. Further directives are expected in this connection soon, however.

On April 10 members were informed that recommendations made at a special meeting in San Antonio have been reviewed in Washington and that on the basis of recommendations and announced regional organization of WPB, it has been decided to consider further the reorganization of the Labor Supply Committee.

Eight directives of the War Manpower Commission, which became effective June 1, were read and discussed. These were in connection with the eight-point program of immediate steps to promote the fullest utilization of the manpower of the Nation, as announced by Mr. Paul V. McNutt, Chairman of the WMC.

#### B. Representative of Local Defense Council Invited to Meet with Committee

In accordance with a directive April 8 from Mr. Corson, a representative of the local Defense Council was invited to attend. Mr. Thos. G. Coghill, City Engineer of San Antonio, was present to represent Colonel John R. Reynolds, Coordinator of Civilian Defense in San Antonio.

### C. Membership Changes and Vacancies on Labor Supply Committee

Mr. Wood informed the members that on April 7 he asked the Bureau of Employment Security to advise the WPB, through channels, of an existing vacancy on the Committee due to the death of Mr. W. L. Childs, representative of Management. He said he was advised on April 11 that no action was being taken to replace Management representatives when their positions on the Committees became vacant.

Notice has not been received from WPB relative to action taken by the Civil Service Commission on designation of Mr. Paul H. Figg, now Acting Manager of the Tenth Civil Service District, succeeding Mr. Jennings, retired.

Mr. Fred W. Erhard requested in a recent letter to the Chairman that he be replaced as a member by Mr. Travis J. Lewis, recently named Acting Regional Supervisor of Apprenticeship, with Mr. Charles N. Conner as alternate. The Apprenticeship Unit has been placed under the Federal Security Agency by a recent Executive Order and a decision has not been reached as to whether the Apprenticeship Unit will be represented on the Committee, Mr. Wood explained.

Mr. Frank L. Miller, U. S. Office of Education, and Mr. William G. Carnahan, Minority Groups, are now in the U. S. Army and are no longer active on the Committee.

Mr. Robert Ansley, an alternate for Mr. Pritchard, has been on active duty for some time in the U. S. Navy.

### D. Elimination of Discriminatory Specifications on Employer Orders

Reference was made to USES Operations Bulletin No. C-27, dated March 30, 1942, on the above subject. Employment Service offices have been instructed to report regularly and promptly instances of unsuccessful efforts to obtain employer relaxation of discriminatory specifications which have no relation to job performance.

### E. Cooperation With USDA War Boards

The Chairman discussed mobilization of workers essential to obtaining the U. S. Department of Agriculture's production goals through the USDA War Boards and with the full cooperation of all Governmental agencies concerned in the program. He pointed out the fact that farmers will be confronted with a highly competitive labor market situation this year and reviewed the problems involved, including transportation of workers, pyramiding of demand, artificial shortages caused by wages and working conditions, etc.

### F. Information and Reports Sent Out by Chairman

Reports sent to members since the last meeting were listed as follows: Local Labor Market Re-Survey of Galveston, Texas, Area by Texas USES; Labor

Market Reports (ES-274) for Louisiana, Texas, and New Mexico for the period, February 15 to March 15, 1942; memorandum April 3 on "Highlights of the Labor Supply Problem as Reflected in Selected National Data."

### G. War Production Board and National Housing Agency Policy for War Workers

Mr. Wood invited Mr. Joseph E. Blanton, Housing Specialist, National Housing Agency, Dallas, to discuss the program of his agency to meet the needs for war housing. Mr. Blanton said public and private housing construction has been materially reduced except in critical war activities areas. He states that plans are being made to encourage sharing of available housing units by two or more families, particularly where husbands and wives are both employed in war work. Later this year it may become necessary to billet these workers in private homes that have spare rooms, he pointed out.

Mr. Wood commented on the fact that in view of anticipated hirings in the New Orleans area, where shortage of housing is said to exist, the situation may become critical unless employers make full use of the local labor supply. If local labor is utilized, probably only one-third as many new housing units as anticipated will actually be needed. This may also apply at other points, he said.

### H. Policy of North American Aviation at Dallas and Other Employers in Employment of Skilled Workers

Investigation by the Employment Service has verified a report by the International Association of Machinists that the North American Aviation Corporation and other war contract holders are refusing to hire skilled craftsmen previously employed in war industries and who have been unemployed 30 days or less. This policy has been adopted, it was pointed out, to prevent accusation being made that these employers are guilty of labor pirating.

### I. Amendments to Procedures for Obtaining Reports from War, Navy, and Ordnance Establishments

Recent directives which have been issued to War, Navy, and Ordnance Departments to make certain data available from establishments engaged in war activities available to the Employment Service, when needed for operating purposes, were discussed. Requests for copies of the instructions received by the USES were made by Colonel Horton, Mr. P. E. Locke, Mr. Harold Luttge, and Lt. Commander Hal J. Wright.

## 2. Unfinished Business

### A. Reports on special assignments

a. Defense training

Because Mr. Frank L. Miller, chairman of the special committee assigned to make a report on a survey to determine if all equipment and facilities for defense training are being fully utilized in Region X, is now in the U. S. Army, a regional report was not prepared. A report in this connection, however, was made by the Employment Service and the Vocational Education Department for Texas.

Mr. McNew said he believed the training subject should be given constant study and remarked that on the basis of a personal visit to the Fort Worth-Dallas-Arlington area and recent reports all training stations in defense schools there were not being filled.

The Chairman stated that he expected to meet with the Texas Council of State Administrators, Mr. McNew, and Mr. Will Rogers from the Chairman's office, to discuss the training picture in Texas from time to time.

Mr. Kellam said the NYA, as of May 27, had 3,346 youths in defense projects. He emphasized the following eight points as factors which tend to prohibit 100 per cent utilization of training facilities: (1) Rulings of the training agencies on the National level; (2) rulings of the training agencies on the State level; (3) rulings of the training agencies on the local level; (4) the immediate need of State industry; (5) the minority question; (6) the sex question, whether or not to train women and for what occupations; (7) the absence of qualified teachers; (8) the absence of trainees who meet industry's specifications.

Mr. Howard May, USES for Texas, said it is a policy of the Employment Service for Texas to refer first the best qualified available workers, using those of lesser qualifications in successive order. Such referrals are based on employer specifications, he said.

Colonel Horton remarked that training must not be used as a device for securing deferment of selective service. Training of men in the 18-19 year-old age group should be carefully planned so that young men will not be trained and put into jobs on which deferment will be requested. He said he understands that one major war firm in Texas is losing 100 workers weekly from a total of 8,000 employees to the armed forces.

Mr. Will Rogers, regional office of the U. S. Employment Service, reported on arrangements made to meet employers' needs in New Orleans through closely coordinated efforts of the training agencies and the Employment Service. He brought out that Higgins Industries, engaged in filling essential shipbuilding orders, will not be able to meet its needs for trainees through its own training program, as initially reported through the press, and has invited assistance of the Employment Service and affiliated training agencies.

A report by Mr. McNew was read regarding the apparently small number of Negro WPA trainees in Texas as compared to other Southern States. The report stated in part that: "Doubtless, there are many reasons why a greater proportion of the training stations in Texas have not been devoted to the training of Negroes and some, if not all of these reasons, have been discussed at various meetings of the Regional Labor Supply Committee. Nevertheless, if training of Negroes is to be increased, and it is generally agreed that such training will be needed to man adequately the rapidly developing industries in Texas, additional training stations must be provided.

It was brought out by Mr. Kellam that although funds were available and the City of Fort Worth had agreed to furnish quarters at the Frontier Celebration grounds for an NYA residence center for 500 trainees for war plants at Fort Worth, a sponsor for the project could not be obtained until too late to make use of the monies and facilities offered by the NYA. The City wanted approval by local school authorities but it could not be obtained, and the City later withdrew from further cooperation by leasing the land on which the Frontier Celebration buildings are located.

Mr. May also pointed out that continued delay had resulted in repeated efforts to obtain approval for $40,000 worth of equipment urgently needed at Fort Worth for the Consolidated Aircraft trainees. "Too many people and too many agencies had to 'dabble' in the problem," he declared.

Mr. Wood stressed the need for nationally centralized authority in the training program. The Fort Worth incidents are exemplory of the whole training situation wherein local communities, with limited viewpoint and knowledge as to the needs of industry on a State and National basis, and because of local politics, jealousies, and selfish interests, are permitted to delay and obstruct programs of vital importance to the Nation's welfare, he said.

Dean W. R. Woolrich, ESMDT Regional Coordinator, urged that Higgins Industries be cautioned as to the existing shortage of Naval Architects and Marine Engineers. He suggested that somebody should inform Mr. Higgins in New Orleans that it takes one month to get Washington approval to set up this training, two weeks to get stations arranged for, and four months to train architects and engineers who already must have had prior technical class work in college. It will take at least five and one-half months to get these men ready from the time the decision is made to start training them. Based on experience with the Consolidated Shipbuilding Company at Orange, many more men in these classifications will be required by Higgins than he has indicated he will want, Dean Woolrich said. At Orange the employer initially said he needed 20 of each classification and now the total in each group is up to 90, he remarked.

The Chairman suggested that Mr. Rogers, training official on his staff, meet with Dean Woolrich, and college officials in the ESMDT program in Louisiana meet in the immediate future with Mr. Higgins' representatives in New Orleans. Dean Woolrich promptly agreed to attend such a meeting to formulate plans to cooperate in filling shipbuilding demands for technical men.

## B. Defense Housing

Of 6,900 housing units proposed for Orange, a total of 2,748 units has been deferred for four months and perhaps indefinitely, Mr. Joseph E. Blanton, National Housing Agency, Dallas, announced.

## C. Employment of Women Increasing in War Production Jobs

Reference was made to WPB No. 7, which summarized special factors considered in the employment of women in war jobs and emphasized the increasing use of women in the labor supply picture.

### D. Alleged Labor Pirating

Colonel Horton informed the Chairman that he would complete his investigation of a complaint by the Wilson Manufacturing Company, Wichita Falls, Texas, against the Consolidated Aircraft Corporation, Fort Worth, Texas, for alleged pirating of labor. Mr. Wood reminded Colonel Horton that this matter had been pending for some time and should be concluded in the immediate future.

### E. Displaced Ford Workers, Dallas

Review of action taken in connection with displaced Ford plant workers at Dallas was made by Mr. Wood. No further information has been received regarding the Committee's recommendation that WPB representatives or other officials from Washington, with authority to take the necessary action to rectify the situation, come to Dallas. Mr. Raymond, Labor Relations Representative and Chairman of a sub-committee, said he would "follow through" on the matter.

## Afternoon Session

(1:50 to 4:40 p.m.)

### 1. Reports of Members and Alternates

Most of the afternoon was devoted to brief reports by those present on activities of their respective agencies in the war effort.

The subject of care of children whose mothers or parents are employed in war jobs was a major topic of the discussions during the afternoon. Mr. Harry Acreman, Executive Secretary of the Texas State Federation of Labor, stressed the point that many communities in Texas face a serious financial problem with respect to providing necessary teachers to instruct the children in crowded defense areas.

Mr. Acreman said he had some special information on the subject which he would send the Chairman as soon as possible. Mr. Wood said he would be glad to have such data so that assistance of agencies concerned with this phase of a problem vitally affecting labor supply may be invited without delay.

Mr. Howard May and Mr. Everett Speer, U. S. Employment Service for Texas, reported on progress in construction of war industries in the State and also on the extent of anticipated labor demand for ordnance plants, air training schools, aircraft plants, etc. Workers are being selected at Texarkana without pre-employment training and simple finger-dexterity tests are used in making applicant selections, Mr. Speer said. He explained that out of 100 people given the tests a high percentage of about 72 are accepted which illustrates that it is not particularly rigid nor difficult.

Mr. Acreman suggested that the Committee recommend that workers on army cantonments and defense units be permitted to live in the quarters as they were completed and thus eliminate a great deal of unnecessary travel on the part of these workmen. Colonel Horton was emphatic in his disapproval of such a proposal. He said that the Army had already tried out the idea and the results were so unsatisfactory that use of quarters in a construction zone by the workers has been discontinued.

Mr. T. T. Word, TWI representative, gave a brief account of a recent trip to Washington and outlined for the members some of the proposed activities of the WPB. He also summarized the results obtained by his agency. The quota for his territory for the period of November - July was 3,000 in Job Instructor Training. The 5,000 mark has already been passed, he said.

Dean Woolrich, ESMDT, clearly illustrated the major problem encountered in his field when he informed the Committee that 13,000 college-trained graduates are finishing this year contrasted with the demand for 55,000 of these graduates. He remarked that ESMDT courses "will be going full-blast during the summer months." Letters have been sent to public school principles urging them to encourage boys to enter 4-year engineering courses or ESMDT courses as quickly as possible.

Mr. Lewis said the Apprenticeship Unit has spent about fifty per cent of its time in upgrading, time studies and in helping put "JIT into practice."

During the past 30 days, the number of persons on the rolls of the WPA has decreased 9.8%, Mr. McNew informed the Committee. About one-third of this decrease was due to seasonal agricultural labor demands, he pointed out.

At 4:40 p.m. the Committee adjourned, subject to call, after suggesting New Orleans as "the most crucial point in the region" and the place for the next meeting.

LABOR SUPPLY COMMITTEE - MINUTES

REGION XI

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XI

No. 12 - 4/27/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Twentieth Labor Supply Committee Meeting
Denver - April 27, 1942

## DEFENSE TRAINING

### Cheyenne Aircraft School

Report of the Committee appointed to make provisions for full utilization of training facilities of the aircraft school at Cheyenne, was submitted. The NYA, working jointly with the Vocational Education, was prepared to take care of approximately 60 or 70 youth in a residence center to take training in the aircraft school. It is anticipated that this project will be started within the next two weeks. Preliminary arrangements have been made by the ES to pre-select applicants according to specifications of the United Air Lines. If this is carried out, it will mean that all persons selected for training in the Cheyenne aircraft school will be ear-marked for placement by the United Air Lines. ES believes it will be able to supply enough persons through the Wyoming employment offices to fill the quota for the first class at least. It was the consensus of the Committee that NYA should be ready to make any necessary concessions in coordination with Vocational Education and the ES to facilitate this project being fully manned as soon as possible, and that the cooperating agencies should make every effort to assure complete use of facilities in aircraft school 24 hours a day, 7 days a week.

### Shortages in Training Schools

Shortages of trainees in VENDT training classes was presented, particularly in Greeley, Colorado and Helena, Montana. In both these points they are accepting women trainees, and in some cases still experiencing shortages. The possibility of moving facilities to where trainees are available was explored.

It was felt that the Regional LSC was faced with three possibilities: (1) to do more intensive work in recruiting and filling the stations for NYA and Vocational Education courses; (2) to fill them with women or (3) to close down certain stations. The opinion was expressed that the Committee should make every effort to fill these stations before considering other alternatives.

Field Management Division
United States Employment Service
May 12, 1942

CONFIDENTIAL

WOMEN'S BUREAU
MAY 7 - 1942
DEPARTMENT OF LABOR

# ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

The twentieth meeting of the Eleventh Regional Labor Supply Committee was held Monday, April 27, 1942, at 10:00 a.m. in Room 920, Patterson Building, Denver, Colorado. The following members were present:

Mr. C. E. Turner, Office of Education
Mr. Ted Orme, Labor
Mr. A. E. Lawrence, Alternate, Training Within Industry
Mr. Palmer Boggs, Alternate, National Youth Administration
Mr. Ray A. Gross, Alternate Apprenticeship Section
Mr. D. L. Frodine, Apprenticeship Section
Mr. F. T. Lacy, Alternate, Management
Captain Howard E. Reed, State Selective Service
Mr. John E. Gross, Acting Chairman

Mr. James M. Smith, Liaison Officer from the Colorado Division of the United States Employment Service, was present as a guest and was introduced to the Committee members.

The minutes of the previous meeting were reviewed. Mr. Turner asked that page 4, under "Request for Trainees in Utah," second paragraph, show that the request for use of public equipment and facilities was made by Remington Arms to Vocational Education in Utah.

With this addition, the minutes were approved as presented.

## Cheyenne Aircraft School

Mr. Boggs reported for the Committee appointed to make the trip to Cheyenne, Wyoming, for the purpose of making provisions to completely utilize the training facilities of the aircraft school there. He reported that the National Youth Administration working jointly with Vocational Education, was prepared to take care of approximately sixty or seventy youth in a residence center, who would take training in the aircraft school. Unless unforeseen developments arise, this project will be started within the next two weeks.

He informed the Committee that preliminary arrangements had been made by the Employment Service to pre-select applicants through intelligence, temperament, aptitude and physical tests according to specifications of the United Air Lines, previous to their induction into the training center. If this arrangement is successfully carried out it will mean that all persons selected for training in the Cheyenne aircraft school will be earmarked for placement by the United Air Lines. He stated further that the Employment Service had expressed optimism of their ability to refer enough qualified persons through Wyoming employment offices to fill the quota for the first class at least.

The Chairman made a statement which was unanimously endorsed by members of the Committee to the effect that National Youth Administration should

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be urged to make any necessary concessions in coordination with Vocational Education and the Employment Service to facilitate this project being fully manned as soon as possible. The Committee felt that the cooperating agencies should make every effort to assure the complete use of facilities in the aircraft school twenty-four hours a day, seven days a week. It was pointed out that current demands are being made for people with this type of training which makes it highly imperative that these facilities be used to the limit.

## Shortages in Training Schools

Mr. Frank Johnson presented the problem of shortages of trainees in VEND training classes. These shortages had been particularly acute recently in Greeley, Colorado and Helena, Montana. In these and other locations they were taking women trainees and in some cases were still experiencing shortages.

The possibility of moving facilities where trainees were available was explored. Mr. Boggs reported that in some instances there were possibilities of setting up residence centers. However, some of the residence centers now established were not filled and it was felt that until those are filled it would seem unwise to set-up additional centers. The National Youth Administration has facilities for housing and training in Colorado Springs, Helena, Montana, and several other places which are not currently filled.

It was felt that the Regional Labor Supply Committee was faced with three possibilities: (1) to do more intensive work in recruiting and filling the stations for National Youth Administration and Vocational Education courses (2) to fill them with women or (3) to close down certain stations. The opinion was expressed that the Committee should make every effort to fill these stations before considering other alternatives.

A sub-committee consisting of Messrs. Johnson, Moore, Turner and Boggs was appointed to review all the known facts and determine what course of action would be most advisable. It was suggested that it might be desirable for the Regional Representative of the United States Employment Service to write a letter to the Directors of the United States Employment Service in all the States of this Region requesting that they make an intensive effort to ascertain the availability of graduating senior students in the high schools throughout the Region that might have mechanical aptitude and would be available for referral to national defense training classes.

It was emphasized that the Employment Service should make every possible effort to fill training centers, particularly where subsistence could be offered to students through the National Youth Administration residence centers during their training course.

## Labor Requirements - Lowry Field, Buckley Field, Fitzsimons Hospital and Fort Logan

Mr. Frank Johnson reported on his contact with the United States

Engineer's Office at Lowry Field, regarding their contemplated needs of construction crafts.

He informed the Committee that up to the present time $3,000,000 worth of contracts had been awarded in the Denver area to the above mentioned establishments. It is anticipated that the total contracts will amount to $20,000,000 in the Denver area at the four army locations. It is impossible for the United States Engineers to give more definite information than was rendered at the last Committee meeting concerning anticipated need of workers until a few more contracts have been let. The Employment Service will keep in close contact with the United States Engineers and in turn the Regional Representative of the United States Employment Service will advise the Committee members.

## Additional Workers Needed

The Chairman presented to the Committee, figures concerning contemplated workers needed in building construction, on railroads, war production and agriculture. He informed the Committee that known needs in this Region were for approximately 57,500 workers for the period including June 30 next. Final charts are being prepared to give a breakdown on these labor demands and full information will be furnished to members of the Committee as soon as these data are in final form.

## Training Within Industry Problem in Arizona

Mr. A. E. Lawrence was asked to assist in encouraging that the services of a Training Within Industry representative from the Los Angeles office be made available in Arizona. These services are badly needed in Arizona as there are considerable defense industries in that State at the present time. Mr. Lawrence assured the Committee he would explore the matter and see what the Denver office of Training Within Industry could do to expedite this action.

## Local or Industrial Area Labor Supply Committees

The Chairman read a memorandum dated April 7, 1942, from Mr. John J. Corson, Director of the United States Employment Service, to the Committee members. This memorandum concerned the revision of the Regional Labor Supply Committee organization. In this memorandum the Labor Supply Committee was informed to continue operating on the present basis.

## Relationship of Labor Supply Committees to Local Defense Councils

A letter dated March 27, 1942, from Mr. Sidney Hillman to the Office of Civilian Defense regarding the relationship of Labor Supply Committees to Local Defense Councils was read to the Committee. The Chairman will make arrangements to have a representative of the local defense council present at an appropriate meeting of the Labor Supply Committee.

The meeting adjourned at 12:00 Noon.

John E. Gross
Acting Chairman
Regional Labor Supply Committee

XI 11

No. 21 - 5/11/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

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### Twenty-first Labor Supply Committee Meeting
### Denver - May 11, 1942

## LABOR RECRUITMENT

### Salt Lake City

It was reported that several of the industries in Salt Lake City are having difficulty recruiting new workers and keeping old workers because so many persons in Salt Lake City are taking employment with the Remington Arms Company.

### Engineering Defense Training--Shortage of Miners

Apprehension over the growing shortage of qualified miners in Colorado was expressed. There has been a marked exodus of miners who have been attracted to defense centers at higher wages. Large mining interests of the State are to be requested to place their order for workers with local offices of the USES. It was pointed out that some of the large mining interests have not been cooperating with USES by placing their orders for workers.

## DEFENSE TRAINING

### Cheyenne Aircraft School

It was reported that a radio class for women would be inaugurated on May 25. The State Council of Administrators in Wyoming had stated that all women who are taken for training for the United Air Lines must be taken away from Cheyenne inasmuch as there are no acceptable housing quarters for women in Cheyenne.

### Difficulty in Securing Applicants to Fill Stations

It was reported that the schools in the Salt Lake City area are having a very difficult time in obtaining sufficient applicants to fill all the training stations. In view of this fact, women are being recruited for training from all over the State.

### Request for Trainees in Utah

It was further reported that the need in Utah for 3,000 welder trainees which had been announced at a previous meeting, had been reduced to about 1,000. Efforts to recruit these workers are underway. It is believed local sources will meet the need.

## COMMUNITY PROBLEMS

### Housing Shortage-Utah

The housing shortage in Ogden, Utah, is critical. The turn-over of workers is terrific. In many cases individuals come into Ogden in the morning and leave the next day because of the housing situation. There seems to be no possibility of relieving the critical housing shortage in Ogden through improved transportation, since there is no indication that the transportation lines running from Salt Lake City to Ogden have any desire to lower their rates or extending their services. It was reported at the meeting that anapplication had been filed by the Company to raise transportation rates.

Facts concerning this situation have been furnished to the Director of the USES in Washington. Full data has been turned over to the Regional Director of the Office of Defense Health and Welfare Services. In addition the Director for Utah, United States Employment Service, has requested that the Army take all possible action within their province to alleviate this bottleneck in housing and transportation.

Field Management Division
United States Employment Service
May 29, 1942

CONFIDENTIAL

## ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

The twenty-first meeting of the Eleventh Regional Labor Supply Committee was held Monday, May 11, at 10:00 a.m. in Room 920, Patterson Building, Denver, Colorado. The following members were present:

Mr. Ted Orme, Labor
Mr. F. T. Lacy, Alternate, Management
Mr. Barron B. Beshoar, Minority Group Representative
Miss Pearl Hopper, Alternate, Civil Service Commission
Mr. C. E. Turner, Office of Education
Dr. M. F. Coolbaugh, Engineering Defense Training
Mr. George M. Kirk, Training Within Industry
Mr. Clarence Moore, Alternate, Work Projects Administration
Dr. ElRoy Nelson, Alternate, Division of Contract Distribution
Mr. Wendell Bridwell, Alternate, National Youth Administration
Mr. D. L. Frodine, Alternate, Apprenticeship Section
Mr. John E. Gross, Acting Chairman

Mr. B. R. Mathis, a representative of the Federal Committee on Apprenticeship was present and was presented to the Committee members. Mr. James M. Smith, Liaison Officer of the Colorado Division of the United States Employment Service was also present as a guest.

The minutes of the previous meeting were reviewed and approved as presented.

### Training Within Industry Problem in Arizona

Mr. Kirk reported he had received a letter from Mr. William K. Hopkins, District Representative of Training Within Industry for Southern California, Arizona and New Mexico, in which it was stated that plans are being made for a representative to go to Arizona for Training Within Industry as soon as the Director of the United States Employment Service for that State and Mr. Hopkins are both available.

The Chairman advised the Committee he had also received a letter from Mr. Hopkins' office, indicating that he would make plans to contact Arizona upon the return of the Director of the United States Employment Service.

### Shortages of Trainees for VEND Classes

Mr. Frank Johnson reported for the sub-committee consisting of Messrs. Johnson, Moore, Turner and Boggs, appointed to review all the known facts and determine what course of action would be most advisable for recruiting trainees for VEND classes and National Youth Administration training centers. As a result of the sub-committee meeting, the Regional Representative of the United States Employment Service wrote a letter to all State Directors of the United States Employment Service in Region XI, asking them to contact all graduating classes in their respective States in an effort to interest graduating seniors of mechanical interest and aptitudes in enrolling in Vocational Education classes and National Youth Administration residence centers. Mr. Johnson reported as a result of this letter, copies of material which should produce

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results had been sent by Directors of the United States Employment Service Agencies to high school principals had already been received in the Regional Office.

## Training Within Industry Developments.

Mr. Kirk outlined developments of Training Within Industry during the past few weeks. He stated that an institute had been scheduled for the Columbia Steel Company in Utah to be carried out with two men from the State Board of Education. Job Instructor Training sessions for the top executives at the American Smelter and Refining Company have been started. In Wyoming an additional institute has been started at Cheyenne. One is already going at the United Air Lines. In Colorado, representatives of Training Within Industry met with the Manufacturers' Association and as a result they have started two Job Instructor Training classes, and an additional one at Thompson Steel Company. Job Instructor Training sessions are also being set-up at the Colorado Fuel and Iron Company.

## Cheyenne Aircraft School

It was reported to the Committee that the National Youth Administration residence center, with a capacity for eighty youth, would be ready for operation about May 20. Mr. Turner indicated that some difficulty was being encountered in the recruiting of students to fill this center. When he had visited Wyoming the previous week, the National Youth Administration had only been able to line up ten students for enrollment in the National Youth Administration center in Cheyenne.

Every effort is being pushed to furnish these additional students for enrollment. It was suggested by the Chairman that the sub-committee appointed to investigate the aircraft school situation in Cheyenne should continue trying to get recruits for this school.

It was reported that the induction rate for beginners at the United Air Lines was 54¢ an hour. There is some apprehension that trainees will be reluctant to accept this beginning rate in Cheyenne when their training will qualify them for a beginning rate of 62.5¢ an hour with the Boeing Aircraft Company in Seattle.

It was reported that a radio class for women would be inaugurated on May 25. The State Council of Administrators in Wyoming had stated that all women who are taken for training for the United Air Lines must be taken from Cheyenne inasmuch as there are no acceptable housing quarters for women in Cheyenne.

## Housing Shortage - Colorado Springs and Pueblo, Colorado

Mr. Beshoar reported that there had been a definite housing shortage for Spanish-American people on the Camp Carson project in Colorado Springs. A special committee of the Chamber of Commerce in Colorado Springs has been appointed to attempt to relieve this situation and it is believed that housing will be available shortly. It is also felt that there will be a housing shortage in Pueblo during the construction of the airbase and munitions dump projects in that city. This matter is to be looked in on by the Committee and necessary action taken.

## Difficulties Confronting Utah

It was reported that several of the industries in Salt Lake City are having difficulty procuring new workers and keeping old workers as a result of so many persons in Salt Lake City taking employment with the Remington Arms Company.

It was reported that the schools in the area are having a very difficult time in obtaining sufficient applicants to fill all the stations. In view of this fact, women are being recruited for training stations over all the State.

It was further reported that the need for 3,000 welder trainees which had been announced at a previous meeting, had been reduced to a need of about 1,000 welder trainees in Utah. Efforts to recruit these workers are underway. It is believed local sources will meet the need.

## Ogden, Utah - Housing Shortage

The housing shortage in Ogden, Utah, remains in a very critical state. The turn-over of workers is terrific. In many cases individuals come into Ogden in the morning and leave the next day. There seems to be no possibility of relieving the critical housing shortage in Ogden through improved transportation, since there is no indication that the transportation lines running from Salt Lake City to Ogden have any desire to lower their rates or extending their services. As a matter of fact, it was reported at the meeting that an application had been filed by the Company to raise transportation rates.

Facts concerning this situation have been furnished to the Director of the United States Employment Service in Washington. Full data has been turned over to the Regional Director of the Office of Defense Health and Welfare Services. In addition the Director for Utah, United States Employment Service, has requested that the Army take all possible action within their province to alleviate this bottleneck in housing and transportation.

## Engineering Defense Training

Mr. Coolbaugh reported that the School of Mines had received a number of inquiries concerning the feasibility of storing lignite coal. A great deal of apprehension had been voiced that it was not practicable to store lignite for any length of time. Mr. Coolbaugh advised the Committee that experiments were being carried on concerning this matter and there seemed to be some indication that lignite coal could be stored under favorable conditions. Preliminary experiments had indicated that this could be done by digging a pit and filling the pit to total capacity, and covering it in such a manner that no air could get to the coal from the sides.

Mr. Coolbaugh voiced apprehension over the growing shortage of qualified miners. He indicated there had been a marked exodus of miners who had been attracted to defense centers at higher wages.

The Chairman requested that Mr. Coolbaugh exert his influence with the large mining interests in the State to cooperate more closely in placing their orders for workers with the local offices of the United States Employment Service. It was pointed out to Mr. Coolbaugh that some of the large mining interests had not been cooperative in placing their orders for workers with the United States Employment Service and in some cases had placed advertisements in farming communities in Colorado requesting the application of inexperienced workers who were interested in working in mines, direct with the company's employment office.

## Agricultural Situation

The Chairman reviewed for the Committee the critical condition of the agricultural industry in Region XI. He reviewed for the Committee difficulties that were being encountered in recruiting sufficient beet workers to adequately staff the beet fields, particularly in Colorado, Wyoming, Montana and Idaho. He reported that a representative of the Regional Office had just returned from Oklahoma where it had been estimated that between 2,500 and 3,000 workers would be available for transfer to beet fields in Region XI. The Chairman also advised the Committee of the latest developments concerning the possibility of using persons of Japanese ancestry in agriculture work and review for them a revised program which had just been received from Colonel Bendetsen of the Western Army Defense Command.

The meeting adjourned at 12:00 noon.

John E. Gross
Acting Chairman
Regional Labor Supply
Committee

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XI
No. 22 - 6/25/42

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# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Twenty-second Labor Supply Committee Meeting
Denver - May 25, 1942

## LABOR RECRUITMENT

### WPA Workers Available for Agriculture and Industries

The WPA Representative reported that he is endeavoring to ascertain if many workers may still be available on WPA projects to meet needs for agricultural and industrial efforts. He advised the Committee that in Colorado practically all of the presently employable WPA workers had been cut off of projects and had gone to work either in agricultural or industrial operations. He stated that many of the workers formerly engaged in agricultural work were accepting industrial work because of reported poor housing conditions in agricultural areas as well as better wages. He will endeavor to get reports immediately on other States of this region with respect to available workers, if any, on WPA.

### Agricultural Labor Problems

Mr. Hazard, Department of Agriculture Representative, reported that there is an increasing need for construction of farm labor camps, that farm labor shortages in Colorado and Montana are acute, and one of the reasons the situation is difficult to alleviate is continued reports of no housing facilities. Lack of housing facilities is also getting serious in some parts of Wyoming. It was stated that the Regional Office of the Farm Security Administration submitted a program to their national office more than a year ago calling for increased farm security permanent and mobile camps. However no funds were available. The Chairman of the LSC stated that the Committee is anxious to assist and will report the facts to appropriate Federal authorities and make recommendations based upon facts. The LSC is to be furnished a copy of the report now being prepared covering an intensive study of 15 counties as well as information concerning other States of the Region.

Mr. Hazard advised the Committee that he was convinced there is available labor for agricultural work in the ten northern New Mexico counties. However workers will not leave New Mexico to go to the beet sugar industry in Colorado because of the lack of housing facilities available in Colorado. Workers will not migrate to Idaho and Montana for the reason that many are operating small subsistent farms of their own which they take care of in addition to working in the Arkansas Valley. The Chinook district of Montana is not willing to pay transportation costs and housing conditions are either very bad or non-existent.

Mr. Hazard read a letter from the General Manager, National Sugar Manufacturing Company, Sugar City, Colorado, urging construction of a proposed migratory labor camp necessary to cultivate and harvest crops in Crowley County. It was stated that the USES is arranging for the movement of a large number of Navajo Indians to Crowley County for agricultural work and there is no housing available for them. It was reported that similar

LABOR RECRUITMENT - (Cont'd)

letters have been received from the States of Montana, Wyoming, and other parts of Colorado regarding the housing situation. At the present time, the Farm Security Administration is planning on receiving 200 tents for the peach picking season to be used in Palisade. These will be transferred to the Crowley area for the fall harvest, but this does not solve the problem.

In Archuletta County where there are approximately 175 families available for farm work, because of conditions there, the USDA Board opposed moving these families to where they were needed.

Regional Federal Advisory Committee

The Chairman reported on the meeting of the Regional Federal Advisory Committee in Phoenix, Arizona, May 21 and 22 at which all problems incident to labor supply as they affected Arizona and Region XI were discussed with representatives of the Federal and Federal-State Agencies which comprise the Regional Federal Advisory Committee. Resolution adopted is quoted in the minutes.

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Apprenticeship Section

Representatives of the Apprenticeship Section reported a shortage of apprentices in the building trades crafts, and increased demands for apprentices and beginners in railroad service including engine men and shop mechanics. The Committee was advised that representatives of railroad executives have recently presented information to Mr. McNutt indicating an anticipated demand in the immediate future for 350,000 workers. The Committee was advised that according to the best information available little progress in upgrading workers and breaking down jobs on railroads had been made and that railroads are reluctant to use women workers even in clerical and stenographic positions.

A meeting is to be scheduled in the immediate future for Regional Employment Service Representatives for Region X, XI, XII to meet with Mr. Otto Beyer, Office of the Coordinator of Defense Transportation, to consider problems of recruiting and training additional workers needed by railroads.

DEFENSE TRAINING

Trainees for NYA Residence Centers

The NYA Representative reported that the continuing problem of NYA is getting trainees into training centers. Some gratifying results have been obtained through a letter sent to all USES Directors in Region XI by the Chairman.

## MINORITY PROBLEMS

### Discrimination

The Minority Group Representative reported on a recent trip to Arizona where he visited projects on which cases of discrimination had been reported. He stated that most of the difficulty there was with employers new to the labor market and unfamiliar with the type of labor. He stated that indications of increased use of local labor without discrimination was evident.

## COMMUNITY PROBLEMS

### Housing Shortage in Colorado Springs, Colorado

The Minority Group Representative reported that the housing situation in Colorado Springs had eased a little. Members of the special housing commission in Colorado Springs reported that housing facilities had been made available for some Spanish-Americans working on the Camp Carson project.

Field Management Division
United States Employment Service
June 11, 1942

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CONFIDENTIAL

## ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

The twenty-second meeting of the Eleventh Regional Labor Supply Committee was held Monday, May 25, 1942, at 10:00 a.m. in the Patterson Building, Denver, Colorado. The following members were present:

Mr. Barron B. Beshoar, Minority Group Representative
Mr. C. E. Hazard, Department of Agriculture
Mr. Clarence Moore, Alternate, Work Projects Administration
Mr. Palmer Boggs, Alternate, National Youth Administration
Mr. Ben Parker, Alternate, Engineer Defense Training
Captain Howard E. Reed, State Selective Service
Mr. Ray A. Gross, Alternate, Apprenticeship Section
Mr. D. L. Frodine, Alternate, Apprenticeship Section
Mr. John E. Gross, Acting Chairman

The minutes of the previous meeting were reviewed and approved as presented.

### Discrimination

Mr. Beshoar reported that he had recently returned from a trip to Arizona and had visited projects where reported discriminations had taken place. He stated that most of the difficulty there had been with employers new to the labor market, who were not familiar with the type of labor, and there was every indication of increased use of local labor without discrimination.

### Housing Shortage - Colorado Springs, Colorado

Mr. Beshoar reported that apparently the housing situation in Colorado Springs had been eased a little. He had talked with members of the special housing commission in Colorado Springs and they had reported that housing facilities had been made available for some Spanish-Americans working on the Camp Carson project.

### Availability of Labor From Work Projects Administration

Mr. Moore reported that in response to numerous inquiries, he is presently attempting to get full reports from all States in this Region as to how many workers might still be available on WPA projects to meet needs for agricultural and industrial efforts.

He was asked about the reported WPA policy which springs from the Federal law requiring WPA administrators to disassociate workers from WPA rolls when suitable job openings were available in the community. Mr. Moore advised that that was the general policy. However, most State administrators had interpreted "communities" to mean within their own State. Mr. Moore advised the Committee that in Colorado practically all of the presently employable WPA workers had been cut off of projects and had gone to work in either agricultural or industrial operations incident to war work. He advised that many of the workers who had formerly done agricultural work were accepting industrial work because of reported poor housing conditions in agricultural areas and

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exceedingly better wage rates being offered in industrial operations.

He advised the Committee that he would try and get reports immediately on other States of this Region with respect to available workers, if any, on WPA.

Agricultural Labor Problem

Mr. Hazard reported there was an increasing need for construction of farm labor camps. According to his information, farm labor shortages in Colorado and Montana were acute. One of the reasons this situation was difficult to alleviate was because of the continued reports of no housing facilities for even a normal number of agricultural workers, much less the increased number because of increased acreage planted. He reported that the lack of housing for agricultural workers was quite serious in some portions of Wyoming also.

Mr. Hazard indicated that the Regional Office of the Farm Security Administration had submitted a program to their national office more than a year ago calling for increased farm security permanent and mobile camps. While instructions had been received to proceed with the camps, no funds were available from which the camps could be constructed. Mr. Hazard asked what authority the Regional Labor Supply Committee had in a case like this and what could be done. The Chairman stated that the Committee would be most anxious to report this situation to appropriate Federal authorities and make proper recommendations based upon facts.

Mr. Hazard agreed to furnish the Committee specific factual materials upon which the Committee might act. He stated that he had been directed to complete an intensive study of fifteen counties in Colorado immediately and prepare a report for the USDA War Board. He promised to furnish a copy of this report to the Committee together with information concerning other States of this Region.

Mr. Hazard advised the Committee that he was still convinced that there was a definite available labor supply for agriculture work in the ten northern New Mexico counties. He advised that ten days after the May 5 meeting held by different government agencies and sugar company representatives in Albuquerque, at which time it was agreed to recruit workers in New Mexico for the beet sugar industry in Colorado, he went to the Arkansas Valley and found that none of the beet workers had arrived. They would not leave New Mexico because there were no housing facilities available in Colorado for them.

The question was asked Mr. Hazard why these workers were not made available to supply needs in Idaho and Montana. He replied that most of these workers that are available, are operating small part-time operation, subsistence farms of their own and the distances from Idaho and Montana, and the cost of travel is too great for them to go to these points and still look after their own farms, while the work in the Arkansas Valley is not so far away that they can get home to perform essential operations on their own farms. He also reported that the Chinook district of Montana was unwilling to pay transportation costs and that housing conditions in this area according to his reports, were either very bad or nonexistent. Mr. Hazard read the following letter to the Committee:

THE NATIONAL SUGAR
MANUFACTURING COMPANY
SUGAR CITY, COLORADO

May 23, 1942

Mr. C. E. Hazard
Farm Security Administration
Denver, Colorado

Dear Sir:

We were very much disturbed to hear that the Agricultural Bill had passed the Senate without any appropriation for the construction of migratory labor camps. We have repeatedly called to the attention of our Federal officials the necessity for the construction of such a camp in Crowley County, and have hoped for favorable action. The situation now is that Crowley County farmers have planted one of the largest beet acreages in history, together with large acreages of other cultivated crops such as tomatoes, onions, melons, etc., and the farmers need and must have a large number of migratory workers if these crops are to be cultivated and harvested this year, and there must be housing facilities of some kind made available for these laborers, or it will be impossible to obtain them, and the result will be a large loss of acreage which has already been planted. We sincerely hope that the House will reinstate the appropriation for the construction of the proposed campl

Yours very truly,

/s/ G. E. Hogan
General Manager

P. S. Right now the United States Employment Service is arranging for the movement of a large number of Navajo Indians to Crowley County for agricultural work and there is no housing available for them.

G. E. H.

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He stated that he had received similar letters from the States of Montana, Wyoming, and other parts of Colorado regarding this housing situation.

At the present time the Farm Security Administration is planning on receiving 200 tents for the peach picking season to be used in Palisade. These will be transferred to the Crowley County area for the fall harvest but this does not solve the present problem as the tents have not been received yet.

Mr. Hazard reported on a condition in Archuletta County where there were approximately 175 families available for farm work. However, because of conditions there, the county USDA board strenuously opposed moving these families where they were needed.

## Trainees for National Youth Administration Residence Centers

Mr. Boggs reported that the continuing problem of the National Youth Administration is getting trainees into training centers. He stated that some gratifying results had been obtained through the letter that was sent to all USES Directors in the States of Region XI by the Chairman. So far as he could see there was nothing more they could do other then what had been done in the past.

## Apprenticeship Section

Representatives of the Apprenticeship Section reported a shortage of apprentices in the building trades crafts. They explained that because of priorities rendering uncertain private building, employers in this industry seemed reluctant to increase the number of apprentices to even fill quotas appropriate to the number of journeymen at work in building war production plants and government facilities.

They reported increased demands for apprentices and beginners in railroad service including engine men and shop mechanics. Supplementing the report on the railroad situation, the Committee was advised that representatives of the railroad executives had recently presented to Mr. Paul V. McNutt, chairman of the War Manpower Commission, information wherein they indicated an anticipated demand in the immediate future of some 350,000 workers.

The Committee was advised that according to best information obtainable many of the railroads in this country had made little progress in upgrading workers and breaking down jobs and that railroads had been very reluctant to use women workers even in clerical and stenographic positions.

It was reported to the Committee that a meeting is to be scheduled in the immediate future for Regional Employment Service Representatives for Regions X, XI and XII to meet with Mr. Otto Beyer of the Office of the Coordinator of Defense Transportation to consider problems of recruiting and training additional workers needed by railroads.

## Regional Federal Advisory Committee

The Chairman reported on the meeting of the Regional Federal Advisory Committee in Phoenix, Arizona, May 21 and 22, at which all of the problems incident to labor supply as they affected Arizona and this Region were reported to the representatives of the Federal and Federal-State Agencies which comprise the Regional Federal Advisory Committee for the Coordination of Defense Health and Welfare Services. The following resolution was presented to this meeting and was unanimously adopted:

## RESOLUTION

WHEREAS by executive orders, President Roosevelt has called upon industry for full utilization of qualified workers in war industries without regard to their race, religion, color, national origin, age or sex, and,

WHEREAS: such full utilization of the local labor supply is necessary to the operation of industry and agriculture essential to our war effort, and,

WHEREAS: the United States Employment Service has been delegated the responsibility for the recruitment and referral of workers necessary to our war industries, and through the United States Employment Service there are available the facilities of the apprentice program, training within industry, vocational education national defense, including the National Youth Administration, Civilian Conservation Corps and Work Projects Administration, to recruit, place in training, and refer to employers such essential workers, and

WHEREAS: those facilities include the services of technicians for the upgrading of workers and the dilution of jobs to fully utilize trainees and less than fully skilled workers, and,

WHEREAS: these facilities afford an opportunity for the training and placement of workers displaced by plant conversions, material shortages, or priorities, and provide through the Labor Division of the War Production Board assistance in negotiations for the transfer of workers from non-defense to defense plants, for the refresher and pre-employment training of older workers, women workers, and assistance for members of minority groups who are subjected to discriminatory employment practices, and

WHEREAS: the Honorable Sidney P. Osborn, Governor of the State of Arizona, has strongly urged the people of his State to cooperate with the agencies of the federal government responsible for carrying out this program, now

THEREFORE BE IT RESOLVED: that it is the sense of this meeting that the above program, fostered by the federal government and recommended by Governor Osborn, be followed to the end that the problem of labor supply be reduced to a minimum so that the war objectives may be achieved with the greatest possible speed.

## State Selective Service

Captain Reed reported to the Committee the many problems with which his office was concerned with regard to occupational deferments requested from various State Selective Service Boards. He said they were trying to meet each one of these problems in the best interest of the total war effort and that they were currently getting information out to the local boards concerning occupational titles that were vital and critical to war production both agricultural and industrial.

## War Manpower Commission

The Chairman read the announcement dated May 7, 1942, from Mr. John J. Corson, Director of the United States Employment Service regarding the War Manpower Commission.

Meeting adjourned at 12:00 Noon.

John E. Gross
Acting Chairman
Regional Labor Supply Committee

WOMEN'S BUREAU
JUL 6 - 1942
DEPARTMENT OF LABOR

Miss Anderson
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XI

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**No. 23 - 6/8/42**

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Twenty-third Labor Supply Committee Meeting
### Denver - June 8, 1942

### LSC MEMBERSHIP PROBLEMS

#### Boise Area

The Chairman reported that General H. G. Winsor, Training Within Industry Representative for the territory including the State of Idaho, because of a number of defense projects now being started and an acute labor supply problem now existing in Idaho, had suggested that the local labor supply committee should become more active. It has been suggested that appropriate additions to this Committee be made.

It was reported that a meeting was to be held June 10, at 10:00 a.m. at the Boise Hotel, Boise, Idaho. It was requested that all members of the R.L.S.C. who would be in that vicinity at the time, attend this meeting. It was also requested that those members having other representatives of their constituent agencies who were alternates of the Regional LSC who served the State of Idaho, get in touch with these representatives and invite them to be present at this meeting if they were in the vicinity.

### LABOR RECRUITMENT

#### WPA Workers Available for Agriculture and Industries

A recent survey disclosed agricultural workers on WPA rolls as Follows:

| | |
|---|---|
| Montana | 435 |
| Wyoming | 105 |
| New Mexico | 3,000 |
| Colorado | 325 |

#### Agricultural Labor for Sugar Beet Companies

The Regional Farm Placement Representative reported that the ES is working in collaboration with sugar beet companies to recruit and place agricultural labor. To date, the sugar beet companies have requested 17,000 workers and have had approximately 14,000 referrals, a shortage of 3,000 workers. However, the problem has been practically liquidated because the growers are utilizing to the fullest the workers available.

#### Labor Needs

Estimated number of workers required for projects in this region are as follows:

**LABOR RECRUITMENT - Continued**

| | Construction | Production |
|---|---|---|
| Arizona | 21,000 | 6,500 |
| Colorado | 37,500 | 26,000 |
| Idaho | 17,300 | 3,000 |
| Montana | 6,000 | 700 |
| Utah | 25,000 | 25,000 |
| Wyoming | 8,500 | 800 |
| Totals | 115,300 | 62,000 |

## DEFENSE TRAINING

### Cheyenne Aircraft School

It was reported that 300 trainees had been recruited for the United Air Lines training school at Cheyenne. These trainees are given, by the company, the same tests as Lockheed uses, but very few are being rejected. The tests, they claim, are used to find out what people have rather than as a means of elimination.

## DISRUPTIVE RECRUITING PRACTICES

### Newspaper Advertisements for Workers

It was reported that certain employers in defense industries are still putting advertisements in local papers for skilled help. Most of these companies are offering higher wages than prevail in the local market and are taking employees away from jobs essential to the war effort. It was stated that these firms had been requested not to place advertisements in the papers, but to hire through the Employment Service. The Committee was advised that every force that can be brought to bear through persuasive methods is being exercised to stop this advertising except where it is approved by the USES.

Field Management Division
United States Employment Service
June 24, 1942

Miss Anderson

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CONFIDENTIAL

# ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

The twenty-third meeting of the Eleventh Regional Labor Supply Committee was held Monday, June 8, 1942, at 10:00 a.m. in the Patterson Building, Denver, Colorado. The following members were present:

Mr. M. F. Coolbaugh, Engineer Defense Training
Mr. C. E. Turner, Office of Education
Mr. Clarence Moore, Alternate, Work Projects Administration
Mr. Palmer Boggs, Alternate, National Youth Administration
Mr. Barron B. Beshoar, Minority Group Representative
Mr. D. L. Frondine, Alternate, Apprenticeship Section
Mr. Ray A. Gross, Alternate, Apprenticeship Section
Mr. George M. Kirk, Training Within Industry
Mr. F. T. Lacy, Alternate, Management
Mr. C. C. Hartzell, Division of Contract Distribution
Mr. Ted Orme, Labor Representative
Mr. John E. Gross, Acting Chairman

Mr. Leslie Miller, Regional Director of the War Production Board, and Heber R. Harper, Regional Director of the Social Security Board, were present.

The minutes of the previous meeting were reviewed and approved as presented.

## Area Labor Supply Committee Meeting - Boise, Idaho

The Chairman reported that General H. G. Winsor, Training Within Industry Representative for the territory including the State of Idaho, because of a number of defense projects now being started and an acute labor supply problem now existing in Idaho, had suggested that the local labor supply committee should become more active. It has been suggested that appropriate additions to this Committee be made.

It was reported that a meeting was to be held June 10, at 10:00 a.m. at the Boise Hotel, Boise, Idaho. It was requested that all members of the R.L.S.C. who would be in that vicinity at the time, attend this meeting. It was also requested that those members having other representatives of their constituent agencies who were alternates of the Regional Labor Supply Committee who served the State of Idaho, get in touch with these representatives and invite them to be present at this meeting if they were in the vicinity.

## Newspaper Advertisements for Workers

It was reported that certain employers in defense industries are still putting advertisements in local papers for skilled help. Most of these companies are offering higher wages than prevail in the local market and are taking employees away from jobs essential to the war effort. It was stated that these firms had been requested not to place advertisements in the papers, but to hire through the Employment Service. The Committee was advised that every force that can be brought to bear through persuasive methods is being exercised to stop this advertising except where it is approved by the United States Employment Service.

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## Freezing of Labor Discussed

A press release dated May 28, 1942, issued by Mr. Paul V. McNutt, Chairman of the War Manpower Commission was read to the Committee and discussed. This press release contained information in regard to freezing of labor.

In this regard it was reported that in Arizona, certain employers of their own free will, had agreed not to take employees away from other defense industries. Practically all defense industries are hiring their employees through the Employment Service.

## Labor Strike - Flagstaff, Arizona

Mr. Orme reported on the labor controversy between certain business people and organized labor in Flagstaff, Arizona, last week. He stated that apparently there had been no delay in the war construction work. The town had again opened up and everything seemed to be going along smoothly.

## Cheyenne Aircraft School

It was reported that 300 trainees had been recruited for the United Air Lines training school at Cheyenne. These trainees are given, by the company, the same tests as Lockheed uses, but very few are being rejected. The tests, they claim, are used to find out what people have rather than as a means of elimination.

## Agriculture Workers on WPA Rolls

Mr. Moore reported that during a recent survey, he had found that in Montana there was an estimated number of 435 agricultural workers on the WPA rolls. In Wyoming there was an estimated number of 105 agricultural workers. In New Mexico it was reported that there are still about 3,000 agricultural workers on WPA lists. In Colorado there is an estimated number of 325 agricultural workers, but half of these will be gone by the end of the week.

## Signal Corps

Mr. Coolbaugh reported on the program of the Army and Navy for training for the Signal Corps.

## Agricultural Situation

Mr. H. M. Clinite, Regional Farm Placement Representative, reported on the farm labor situation in this Region. He stated that the Employment Service was working in collaboration with the sugar beet companies to recruit and place agricultural labor. To date, the sugar beet companies had requested 17,000 workers and had received approximately 14,000 referrals. This left a shortage of about 3,000 workers. However, this problem had been practically liquidated because the growers are getting by, through better utilization of the workers that are available. The above figures represent clearance orders on agricultural needs and are in addition to the placements made by the Employment Service from workers locally available in the several localities of this region.

## Production and Construction Labor Needs - Region XI

Mr. James Doucet, Regional Economic Analyst, gave a report on the estimated number of workers needed for construction and production of projects in Region XI. The estimated number of building and construction workers that known projects essential to war efforts will require is as follows:

| | |
|---|---|
| Arizona | 21,000 |
| Colorado | 37,500 |
| Idaho | 17,300 |
| Montana | 6,000 |
| Utah | 25,000 |
| Wyoming | 8,500 |
| Total | 115,300 |

The estimated number of production labor needs in each of the States, based on estimated needs for approved expansions is as follows:

| | |
|---|---|
| Arizona | 6,500 |
| Colorado | 26,000 |
| Idaho | 3,000 |
| Montana | 700 |
| Utah | 25,000 |
| Wyoming | 800 |
| Total | 62,000 |

## Directives to be issued by the War Manpower Commission

The Chairman read to the Committee the USES Bulletin No. 10 dated May 26, 1942, from John J. Corson, Director of the USES, Subject: Directives to be issued by the War Manpower Commission. He also read the press release dated May 21, 1942, from the War Manpower Commission regarding these eight directives.

The meeting adjourned at 12:30 p.m.

John E. Gross
Acting Chairman
Regional Labor Supply Committee

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XI

CONFIDENTIAL

## ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

The twenty-fourth meeting of the Eleventh Regional Labor Supply Committee was held Monday, June 22, 1942, at 10 a.m. in the Patterson Building, Denver, Colorado. The following members were present:

Mr. C. E. Turner, Office of Education
Mr. George M. Kirk, Training-Within-Industry
Mr. A. E. Lawrence, Alternate, Training-Within-Industry
Mr. Clyde C. Hartzell, Division of Contract Distribution
Mr. John E. Gross, Acting Chairman
Mr. Barron B. Beshoar, Minority Group Representative
Mr. C. L. Edwards, Civil Service Commission
Mr. Ted Orme, Labor Representative
Mr. D. L. Frodine, Alternate, Apprenticeship Section
Mr. Ray A. Gross, Alternate, Apprenticeship Section
Mr. Ben Parker, Alternate, Engineering Defense Training
Captain H. F. Hubbell, St. Louis Ordnance District, USA

The minutes of the previous meeting were reviewed and approved as read.

The Chairman announced that by agreement with members of the Committee, the regular order of business would be suspended for this meeting and immediate consideration would be given to the problem of labor supply in relation to the prime and subcontractors engaged in the shipbuilding program in the Denver area.

A subcommittee and the Regional Labor Supply Committee, as a whole, have for some time past been giving serious consideration to the problem of labor turnover for the above-mentioned industry. Agreeable to the Committee's program, the following interested persons representing contractors and services interested in this labor supply problem were present to participate in the meeting, on invitation of the Committee:

Mr. Harold F. Silver, Silver Engineering Works
Mr. E. A. Olander, Eaton Metal Company
Mr. Earl C. Liston, Eaton Metal Company
Mr. H. A. Burkhardt, E. Burkhardt & Sons
Mr. J. L. Brown, Thompson Pipe & Steel Company
Mr. H. Jackson, Thompson Pipe and Steel Company
Mr. Allan T. Flint, Manufacturers Association of Colorado
Mr. Fred G. Fish, Midwest Steel & Iron Works
Mr. B. C. Stanton, Denver Steel & Iron Works
Mr. Ralph J. Asbia, R. Hardesty Manufacturing Company
Mr. Dan Ormsbee, R. Hardesty Manufacturing Company

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Employment Service Personnel present:

Mr. J. M. Smith, Colorado Division, USES
Mr. F. E. Johnson, Associate Labor Supply Regional Representative

Mr. J. Lee Johnson, Director of Denver Local Office, USES
Mr. L. A. West, State Director, USES
Mr. E. J. Burnett, Associate Regional Representative, USES
Mr. J. V. Doucet, Regional SSB Labor Market Analyst
Mrs. Eleanor Oglesby, Regional SSB Informational Service

After introduction of all those participating in the meeting, the Chairman outlined the labor supply problem affecting this group of contractors as it had come to the attention of the Regional Labor Supply Committee. The Chairman reviewed for the meeting the policies governing the conduct of the labor supply and training program of the Labor Division of the War Production Board, and in order that the meeting might have as complete a picture as possible of the organization and responsibilities of the War Manpower Commission, the Chairman read to the group the release dated April 20, 1942 (PM 2986), by Chairman McNutt of the War Manpower Commission.

The meeting then listened to a review of respective labor needs in this Region, and especially in the State of Colorado by Mr. Doucet, the Labor Market Analyst of the regional office staff. This report was directed primarily to the labor needs in agriculture, manufacturing essential to the war, building and construction, mining (metal and coal), and transportation, communications, and utilities.

The meeting was then thrown open to general discussion with special invitation to the representatives of industry to give the Committee as full a picture as they could of the problems they were encountering in the matter of labor supply.

One of the representatives of industry indicated that if he was able to get 100 additional workers that he was sure everything would be all right for him. He indicated, however, that turnover was his big problem. Workers hear stories of greener pastures and leave jobs in the Denver area to migrate to other large industrial centers where they hear of higher wages. Quite often these workers return in a very humble manner asking for their jobs back. He concluded by suggesting that some arrangement be made to present true factual information concerning lack of housing, living costs, distance from job to housing, real wages, and regularity of employment to these workers concerning other job opportunities, in order that they might know the cold facts and thus appreciate their own jobs better.

The Chairman pointed out that the Denver Post had recently advised an out-of-State contractor that they would not carry an advertisement for workers which would cause migration outside the State, unless the ad stated "workers employed in national defense industries will not be considered."

A representative of industry indicated that an industrial plant, Government operated, in the Denver area was paying a starting rate of 65¢ per hour and a top rate of 94¢, while the shipbuilding group had a minimum scale of 50¢ to $1.15 per hour. He suggested that the minimum scale of 65¢ in the Government-operated plant be reduced to 50¢ minimum rate.

A representative of industry indicated that the Government was the worst at pirating labor, particularly construction projects prosecuted under Government supervision. He pointed out that the high wages paid on lump sum and cost plus construction projects was an almost insurmountable obstacle to those individuals operating production plants. He stated that the contractors offered such attractive rates that the plants were in no position to compete. For instance, the speaker indicated that their company had just lost a worker to Pearl Harbor at a wage that could not possibly be met. Another representative indicated his company was confronted with the same problem. For instance, he stated that four high school graduates, whom his company had in training at a 50¢ an hour rate, left during the past week to take employment doing office work for a contractor at a beginning scale of 80¢ per hour.

Another representative of industry indicated that this exemplified a very dangerous trend, since wage rates for timekeepers would become prohibitive if office boys were paid 80¢ per hour by comparison. He complained that a timekeeper would have to be paid $250.00 per month. The Chairman indicated that he had a full appreciation of competitive rates since they had encountered an even more difficult situation in Arizona. The established highway rate is 90¢ per hour for common labor, while in the same State we are trying to recruit agricultural workers for the cotton harvest with reputed average earnings of $1.50 per day.

One representative of business indicated that he thought it unlikely that the Government would exercise any control on stabilizing wage rates or freezing workers on jobs, due to the impending election and political necessity of keeping constituents happy.

A representative of industry brought out two points in the comparative relation between production and construction scales. First, it is possible for workers to get in 60 and 70 hours a week on construction projects and build up a tremendous weekly earning. It is impossible for production to operate that number of hours. Second, several of the contractors involved in shipbuilding work in the Denver area have only a portion of their shop devoted to this navy work. The rest of their facilities are employed in the regular competitive production for civilian and construction needs. Due to this fact, it makes it impossible for those plants to readjust advantageously their whole wage structure, as they could not meet competition on their nondefense work if they paid a high rate to the portion of their employees working on navy contracts.

Another representative of industry pointed out that there was a normal differential between wages paid in production and those paid to construction workers. The sporadic nature of employment in the construction industry has made it necessary to offer a slightly more attractive rate to those workers. Due to this fact, he maintained, that production could not be expected to competitively meet a construction wage.

A general discussion ensued concerning a differentiation of wages being paid in Denver by the shipbuilding group and the wages being paid on the Pacific Coast to workers involved in the shipbuilding industry. It was indicated that welders with a minimum of 100 hours of VE-ND training could start at the rate of 97$\frac{1}{2}$¢ per hour in the San Francisco Bay area, while the beginning rate was between 50 and 68¢ per hour in the Denver area. A representative of industry contended that this differentiation was absorbed in a difference of cost of living, and asserted that general living costs were 17 percent higher on the coast than they were in Denver.

The minority representative indicated to the representatives of industry that he felt there was still a reluctance on the part of some employers to make full utilization of the labor market. He encouraged all employers to bear in mind the executive order of the President, indicating that no worker should be discriminated against because of race, creed, or color. He asserted that he felt there was still a substantial pool of Spanish-Americans that could be used to fuller advantage by business representatives having contracts to produce products for the war effort.

The Chairman asked the group if any of them were currently having difficulty meeting the needs for welder trainees. There was no one in the group who was currently in need of welder trainees.

The Director of the United States Employment Service for Colorado asserted that there were 50 welders currently available in vocational schools in Denver, with up to 300 hours of training as welders. It was pointed out that it would be necessary for local employers to absorb these individuals since they had sufficient training to make them useful for referral to defense jobs on the West Coast. It was also pointed out that they would have to be sent to the West Coast unless local orders were submitted to the USES office in Denver.

Several of the representatives of industry stated they had current needs for qualified journeymen welders, but no current opening for trainees. A representative of industry made the complaint that he was reluctant to hire additional trainees in view of the fact that he had had bad experiences in the heavy turnover of individuals in the trainee group. He pointed out that on numerous occasions his plant had hired trainees and invested money in further training them, and after the trainees had been on the job for four or five weeks and were becoming quite useful to the plant, they would leave and seek better paying jobs in other areas. He complained that his company was paying for the training of individuals that was of no benefit to his company.

It was pointed out at the meeting that the United States Employment Service was in no way responsible for this migration of workers. In furnishing workers to other areas through the clearance system, the Employment Service never referred a worker who was currently employed or who wanted to leave a local employment that was essential or vital to the war effort.

It was further pointed out that if employers use the Employment Service, the pirating aspect of this problem could be solved, in that the Employment Service would not refer to pooled interviews any applicant who was currently employed in plants holding defense contracts or in productions or services necessary to the war effort.

It was further pointed out that it seemed impossible to prevent workers from finding out that skilled jobs, or jobs requiring even less skill, were paying very much higher rates of pay.

It was brought to the attention of the meeting that many of the workers recruited in the shipbuilding program in Denver were recruited by the companies themselves from the rural areas of this section. Workers thus secured, who had had VE-ND training, or who had not had this training, were in many instances unfamiliar with wage rates obtaining generally to the industry, but after a few weeks on the job, they learned of the wage rates obtained for similar positions in other parts of the country and they left their employment to look for jobs in sections where higher rates were reported.

It was pointed out to the group that when these workers came to the Employment Service, the Employment Service immediately found out if they were working in defense plants or operations vital to the war effort and if so, they were not told about conditions obtaining in other sections. Also, they were discouraged from leaving the local area.

The meeting was then advised that probably 75 to 80 percent of all the persons who had completed courses in VE-ND training in this State and in this Region, had had to leave this area to find employment opportunities after the completion of their training.

The Chairman advised the group that several cases had been brought to his attention by the Director of the USES for Colorado, reflecting a misrepresentation of jobs by employers. In one case, advertising had been placed in the paper and individuals attracted as a result of this advertising were offered wages at a lower rate than specified in the ads. In other cases, the Employment Service was given orders at a stipulated rate requesting that trainees with a designated number of hours of training be referred, and upon referral of the individuals, the employers would offer substantially lower rates to the applicants and suggest that they start on floor sweeping jobs.

In one specific case that recently came to our attention, the Director of the Colorado Employment Service reported that several trainees were referred in response to a request, similar to the above, were offered the sweeping jobs at lower rates of pay, which they refused. This same group of trainees who had been offered 30¢ an hour for sweeping jobs, were immediately hired by another Colorado concern engaged strictly in war manufacturing, at rates from 77¢ an hour up.

A general discussion on the subject of pirating followed. Mr. Gross advised the shipbuilding group that the subcommittee of the Labor Supply Committee, appointed some time ago to investigate charges of pirating, was still active. Through the functioning of this subcommittee, an equitable solution had been reached on all cases concerning pirating charges presented in this area.

It was the consensus of the representatives of industry that all accusations of pirating made against the Denver Ordnance Plant had been handled in a very satisfactory manner. The Chairman pointed out that the shipbuilding industry on the west coast had done everything they could to dilute jobs and upgrade workers. He reminded a representative of industry that any holder of a Navy contract in Denver who had not done his utmost to dilute jobs and upgrade workers, should solicit the cooperation of Mr. Kirk, TWI, and the USES. They are both in a position to offer substantial assistance.

In order that the representatives of industry might have a fuller appreciation of the rates of wages paid in other areas and to know the magnitude of requisitions for workers coming into the Region from the Pacific Coast and other areas, the most recent copy of "Report On The Status of Clearance Orders in Region XI" was passed around the group.

Conclusions of the Meeting:

1. Representatives of industry recommended that something be done to stabilize wage scales in the Denver labor market area.

2. An effort be made to bring about some equalization between wages paid on construction projects with those paid on production work.

3. That the subcommittee of the Regional Labor Supply Committee continue to handle reported cases of pirating.

4. That a meeting be held with representatives of industry participating on production contracts, contractors working on public construction work, U.S.Army engineers, representatives of appropriate unions, and representatives of the Labor Supply Committee, to discuss mutual problems and try to resolve the problems. The Chairman was requested to make necessary arrangements for the holding of such a meeting at the earliest possible convenience. The Chairman said he would take immediate action and try to get the group together as soon as possible.

The meeting adjourned at 11:50 a.m. to afford all present an opportunity to attend the luncheon meeting of the War Production Board on priorities, which meeting would be addressed by Washington representatives of WPB.

John E. Gross
Acting Chairman
Regional Labor Supply Committee

8/5/42 Miss Anderson 11

XI

No. 11 - 7/13/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Eleventh Labor Supply Committee Meeting
### Denver - July 13, 1942

## LABOR RECRUITMENT

### Engineers for Chemical Warfare

The Colorado State USES Director indicated that the ES in an effort to fill several hundred openings for engineers in this plant had explored with the Reclamation Service the possibility of transferring several of their employees who had expressed a desire to work at the plant; however, the personnel department of the Reclamation Service was not inclined to cooperate. The chairman suggested that a list of the employees who had indicated a desire to transfer be made up and turned over to the district manager of the Civil Service Commission. The Civil Service representative gave assurance that he would take immediate action to expedite transfer of such individuals to the chemical warfare plant.

It was the consensus of the meeting that the information obtained at this meeting made it necessary that the Chairman of the LSC should immediately report these facts to his headquarters in Washington. The Committee believes that since Col. Jabelonsky did not possess the necessary authority to exercise any control over the complaint of bad advertising and recruitment practices, this matter would have to be taken up and solved at the Federal level. The Committee felt that if these matters were called to the attention of the proper Washington authorities, it was possible that the directive of the War Manpower Commission on "Hiring Practices," might be made to include instructions to all divisions of the Government, building and construction contractors, and unions with which they have collective arrangements, and production operations and unions with which they might have collective agreements. The Committee felt that agencies and departments of the Government were among the worst offenders of good hiring practices and were contributing in a major way to the labor turnover that might vitally retard the war effort.

### Use of Conscientious Objectors

The use of conscientious objectors particularly out of the camps located at Colorado Springs and Ft. Collins and telegrams that have passed between the regional office and Washington were reviewed. The Committee concurred in the recommendation and action taken by the Chairman. A tentative agreement drawn up by the U.S. Dept. of Agriculture provides that conscientious objectors be returned to camp each night (within a proposed radius of 25 miles), and that transportation be furnished by the farmer or processor or agency of the civil government.

### Shortage of Coal Miners

The major coal producing states, namely Colorado, Wyoming and Utah are faced with a serious shortage of coal miners. Utah anticipates shortage of approximately 2,000 coal miners in Carbon County, and Wyoming between 1,000 and 1,200. TWI has

## LABOR RECRUITMENT - (Continued)

set up courses for training miners in Colorado and Utah. A subcommittee was appointed to make recommendations for action that could be taken toward the end of having householders get their supply of winter coal now, thereby assisting in overcoming an abnormal labor peek which may occur in the coal mining industry this coming winter.

### Status of WPA

The WPA rolls in this region have been reduced to a minimum. It is estimated that about 10% of the people remaining on Colorado rolls are qualified for employment in the immediate future. It appears necessary that employers lower their standards if a larger percentage of the remaining group on WPA are to be utilized by private industry. It is estimated that there are approximately 2600 persons still on WPA rolls in Colorado.

## JOB DILUTION, UPGRADING AND TWI

### Courses for Coal Miners

The TWI representative stated that courses have already been set up for training miners in Colorado and Utah by inaugurating a JIT program. The program is being extended to Wyoming.

## DISRUPTIVE RECRUITING PRACTICES

### Effort to Get Contractors to Conform to USES Procedure

A subcommittee meeting was held June 24 in an effort to get contractors currently working on building construction projects to conform their recruiting practices to procedures followed by the USES. All members of the regional office were present as well as Col. Jabelonsky, US Army Engineers for Colorado, TWI, Division of Contract Distribution, labor, and management.

It was pointed out uncontrolled advertising carried on by contractors building government facilities under the direction of the US Engineers had had some very unwholesome results. War production plants have complained of the large labor turnover which was blamed directly on recruitment carried on by contractors working on Government facilities, unions and other war production plants recruiting the staff needs of these contractors.

A subsequent sub-committee meeting was held June 29. It was reported that Col. Jabelonsky has no authority to control the actions of the contractors or the unions in regard to placement of advertising or in their method of scope or recruitment.

A representative of the Remington Arms Co. reviewed their problem of mounting personnel terminations by reason of their employees leaving to take construction work. He said his company had no negative reaction to individuals leaving them for construction work if they possessed journeymen skill which could be utilized to the

DISRUPTIVE RECRUITING PRACTICES - (Continued)

fullest extent on construction jobs. His company, however, does have a reaction to individuals quitting them and taking jobs through unions which it was felt could be filled just as well by labor recruiting from labor resources outside of the plant. He stated that his company had quite an investment in training of some of these individuals and their quitting slowed down operations on the whole production line.

The Remington Arms representative is to review questionnaires in the Denver office to see if needed mechanical adjusters can be found from Selective Service Questionnaires on file. Remington Arms Co. assured the LSC that they could explore these possibilities to the maximum.

The Manufacturers' Association is to be advised of the availability of these occupational questionnaires for filling jobs in essential defense occupations. Likewise all contractors currently working on naval defense contracts are to be advised regarding the availability of the questionnaire.

After the meeting, Mr. Gross and other members of the USES staff worked out with Mr. Henningson arrangements for cooperation between Remington Arms Company and the ES first, to make available to the Remington Arms Company essential information from occupational questionnaires in the Denver local office of the USES, in order that qualified applicants now working in non-essential industries who were felt to be qualified applicants for openings in Remington Arms, be called in and an effort be made to transfer them from present employment to the Remington Arms plant; second, preliminary arrangements were worked out whereby the Remington Arms Company would use facilities of the Denver local office to intensify the recruitment of some 1,500 women to be employed in jobs in the plant to replace men who were being called to combat service, and who were terminating their services for employment elsewhere.

Field Management Division
United States Employment Service
July 28, 1942

Miss Anderson
7/29/42

XI

WOMEN'S BUREAU
JUL 29 1942
DEPARTMENT OF LABOR

CONFIDENTIAL

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## ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

The twenty-fifth meeting of the Eleventh Regional Labor Supply Committee was held Monday, July 13, 1942, at 10 a.m. in the Patterson Building, Denver, Colorado. The following members were present:

Mr. John E. Gross, Acting Chairman
Mr. C. E. Turner, Office of Education
Mr. George M. Kirk, Training-Within-Industry
Mr. Clyde C. Hartzell, Division of Contract Distribution
Mr. Barron B. Beshoar, Minority Group Representative
Miss Pearl Hopper, Alternate, Civil Service Commission
Mr. Ted Orme, Labor Representative
Mr. D. L. Frodine, Alternate, Apprenticeship Section
Lt. Col. Clarence Burton, Office Under-Secretary of War
Mr. B. B. Buffum, Alternate, St. Louis Ordnance District, USA
Mr. James H. Curtis, Alternate, Work Projects Administration
Mr. Thomas G. Roche, Alternate, United States Army Engineer
Mr. W. W. Gartin, National Youth Administration
Mr. C. E. Hazard, Department of Agriculture
Mr. M. F. Coolbaugh, Engineer Defense Training
Mr. Wendell Bridwell, National Youth Administration
Captain Howard E. Reed, State Selective Service

Visitors attending the meeting were:

Mr. J. M. Smith, Colorado Division, USES
Mrs. Eleanor Oglesby, Informational Service, Social Security Board
Mr. Woodrow Greene, Informational Service, Social Security Board

The minutes of the previous meeting were reviewed and approved as read.

The minutes of the two meetings of the subcommittee of the Regional Labor Supply Committee were read and approved. The committee voted that the contents of the minutes should be included in the regular minutes of this meeting. (Subcommittee minutes follow the minutes of the regular meeting.)

In regard to the suggestion of the subcommittee, as indicated in the minutes, Mr. Hazard made the recommendation that a clause be included in all National Defense Projects to the effect that all workers be referred through the United States Employment Service. This recommendation was presented in the form of a motion and was approved by those present. Mr. Kirk advised the committee that the Colorado Fuel and Iron Company, in Pueblo, were having serious difficulty with turnover in their plant, and the source of difficulties of this abnormal turnover was the same as indicated in the minutes of the subcommittee meeting.

JUL 23 1942

## Use of Conscientious Objectors

The Chairman reviewed information concerning the subject of the use of conscientious objectors, particularly out of the camps located at Colorado Springs, Colorado and Fort Collins, Colorado. He also reviewed telegraphic correspondence between the regional and Washington offices of the United States Employment Service. The committee concurred in the recommendation and action taken by the Chairman. Mr. Gross explained, in the last telegraphic communication sent from the regional office to Washington, that particular reference had been made to a tentative agreement drawn up by the U.S. Department of Agriculture as to the use of conscientious objectors in seasonal employment, provided that they be returned to the camp each night (Mr. Gross had indicated complete agreement with this provision); second, that they may be referred in only a 15-mile radius from camp (Mr. Gross said that a suggestion was made that this distance be extended to a 25-mile radius, in order that the provision be more favorable in meeting requirements in the Colorado Springs and Fort Collins areas); third, that transportation from camp to work and return be furnished by the farmer ( it was suggested that it would be more feasible to extend the connotation of furnishing of transportation to include transportation by processors or by agencies or units of civil government as equally acceptable; it was not the wish, however, that this recommendation preclude or delay consideration of the original statement under point three, if it was felt by the U.S. Department of Agriculture that this alternate suggestion would not be acceptable). The Committee concurred in the suggestion that had been made.

## Shortage of Coal Miners

The Chairman explained that a serious shortage of coal miners would be faced in the major coal-producing States in this Region, namely, Colorado, Wyoming, and Utah. Utah had indicated that they anticipated a shortage of approximately 2,000 coal miners in Carbon County, and had communicated with the regional office requesting that an effort be made to locate miners in adjacent States that might be transferred to Carbon County to alleviate this shortage. It had been hoped that coal miners would be available in Wyoming for transfer to Utah, but Mr. Gross stated a report had just been received from Wyoming indicating that there would be a shortage of between 1,000 and 1,200 workers in Wyoming. It was also indicated that Colorado would not be in a position to help either Wyoming or Utah. Therefore, a serious situation confronts the coal industry in all three States.

Mr. Gross presented the problem to the committee for recommendations and solution. Mr. Kirk said that TWI had already set up courses for training miners in Colorado and Utah by inaugurating a JIT program. Mr. Gross suggested that this program be extended to Wyoming, in view of the current knowledge of prospective shortages. Mr. Kirk assured him that his program would be extended to Wyoming. Mr. Kirk reported that the Colorado Fuel and Iron mines in Colorado would need approximately 260 additional workers.

Mr. Gross suggested that something be done to encourage householders to lay in a winter's supply of coal now, in order that miners be kept busy during their usual slack season in the summertime, thus leveling off the demand from householders who would cause abnormally high peak of production through the winter season. Mr. Coolbaugh indicated that this was not only a desirable idea, because of the abnormal labor peak that would be necessary in the winter if the householders did not store coal now, but that he had conferred with the railroad officials and they had asserted that their limited facilities would make it impossible for them to haul extra coal this winter. Due to this fact, Mr. Coolbaugh pointed out that householders must be made to realize the seriousness of the situation or there would be a possibility of some individuals going without coal this winter.

It was the consensus of the group that Mr. Gross appoint a subcommittee to make recommendations for additional action that might be taken regarding this situation. The following subcommittee was appointed: Mr. Coolbaugh, or alternate, as Chairman, Mr. Beshoar, Mr. Hartzell, and a member from the War Production Board. Mr. Greene and Mrs. Oglesby were requested to collaborate with the committee in releasing pertinent information that would be of value in making the public cognizant of the problem at hand, and urge them to purchase their winter coal supply at the present time and store it.

## USES Directive Regarding "Discrimination in Employment on the Basis of Citizenship Requirements"

Mr. Gross read the contents of USES Operations Bulletin No. 29, Supplement No. 2, subject, "Discrimination in Employment on the Basis of Citizenship Requirements; Local Provisions Governing Employment Under Certain Types of Navy and War Department Contracts." A discussion concerning the contents followed and a profound interest was evidenced by the committee, and a general request was made to have the Chairman reproduce extra copies, in order that each member of the committee might have his own file copy for reference.

## Eight Directives of the War Manpower Commission

There was a general discussion concerning the advance informational release of the eight directives of the War Manpower Commission, which had been sent to Mr. Gross in USES Information Bulletin No. B-14. Since other members of the committee had not received this advance information through their respective agencies, a general request was made that the Chairman have the information concerning the directives reproduced, in order that each member might have a copy of this information for reference.

## Explanation of and Changes in NYA Program

Mr. Gross introduced Mr. Gartin, new Regional Representative of the National Youth Administration in Denver. Mr. Gartin reviewed the major changes in the NYA program that have gone into effect as of July 1, 1942. Among other items, Mr. Gartin indicated that NYA regional boundaries had been changed to conform with the twelve Regions of the Social Security Board, and in the future the Denver regional office of NYA would have Arizona, Colorado, Idaho, Montana, Utah, and Wyoming under its supervision.

The office of State Director had been abolished, and the NYA would operate on a project basis, projects in this Region being directly responsible to the regional office in Denver.

Mr. Bridwell stated that the War Manpower Commission had taken under advisement the continuing of woodworking projects. A current extension had been made for the continuation of these woodworking projects for one month only; their continuation beyond August 1 would be predicated upon the decision of the War Manpower Commission.

## Activities of State Selective Service

Captain Reed explained to the committee the circumstances surrounding confinement of conscientious objectors in camps, in answer to many questions that had been asked by members of the committee.

Captain Reed assured the committee that Selective Service was doing everything in its power to give fair consideration to requests for deferment. Colonel Burton indicated that he had heard, while in Washington, that an occupational bulletin in metal industries was to be released in the near future, which should be very valuable to Captain Reed and local draft boards as an aid to evaluation of deferment requests in the metal mining industry. Consensus of the committee was that they realized the multifarious problems that were facing Selective Service and complimented Captain Reed on the excellent job they had done to date.

Mr. Beshoar stated that complaints had come to his attention from counties in southern Colorado that a higher percentage of Spanish-Americans were being inducted into Selective Service than was warranted. He asked Captain Reed's opinion on this subject. Captain Reed answered that he felt draft boards were making a very conscientious effort to be fair, and he doubted that the general complaint had any basis. It was pointed out that in some of the communities in southern Colorado the majority of population was Spanish-American and, therefore, the proportional average would call for a higher percentage induction of Spanish-Americans than Anglos from these communities. It was agreed that any complaints of this nature which were received in the future by Mr. Beshoar could be referred to Captain Reed.

## Information Concerning Training Program

Mr. Turner gave a general informational review of the status of the vocational training program in this Region. He reported that relationships between the TWI and Vocational Education in Utah are good, and that JIT courses being sponsored through collaboration of these two agencies were very successful. He reported that, due to the low enrollment of several of the classes in Utah, there had been a consolidation of some of the vocational schools in order to better utilize the time of instructors and use of equipment. Mr. Turner stated that it had been brought to his attention, while in Utah, that four different individuals from the Signal Corps of the Army, out of the Presidio, San Francisco, had made independent contacts in Utah relative to the starting of a mechanic learner program.

Since all four individuals seemed to be unaware of the contact of other representatives of the Signal Corps of the Army, a great deal of confusion had resulted in the minds of individuals contacted.

## Status of WPA in Region XI

Mr. Curtis reported that WPA rolls in Region XI had been reduced to a minimum. He estimated that only approximately 10 percent of the people remaining on Colorado rolls are qualified for employment in the immediate future. He explained it would be necessary for employers to lower their specifications if a larger percentage of the residual group remaining on WPA are to be employed in private industry. While Mr. Curtis did not have current data with him concerning the number of individuals on WPA for all States in the Region, he stated that there were approximately 2,800 on WPA rolls in Colorado.

## Denver Office of St. Louis Ordnance District.

Mr. Buffum explained that in the past the St. Louis Ordnance District had been divided into a main district office and four sub-offices, and currently two sub-offices are being added. One of the sub-offices, Denver, has been given management of the contracts in Colorado and New Mexico; to date, there are no contracts let for New Mexico. He also said that authority had not been vested in sub-offices to award contracts; this activity was still rendered out of the St. Louis Ordnance District office.

## Status Report of Labor Needs in Principal War Industries

Mr. Doucet of the regional office staff described for the committee a new reporting procedure which is in the process of development in the Reports and Analysis Section. The new reporting program involves the current release of information about the major employers engaged in the war effort in the States of Arizona, Colorado, Idaho, Montana, Utah, and Wyoming. The reports will be directed principally to information pertinent to labor supply problems.

It is the intent to issue a separate report for each major establishment engaged in the war program. Each report will carry a State, locality, and serial number designation. The date of the report will also be indicated in the identification section. It is planned that the reports will be arranged in loose-leaf binders, by States, and by project-serial number. As new information is obtained, about each of the establishments, a revised report will be released for substitution in place of the obsolete report. Thus there will be provided a current picture of the status of labor needs in each establishment.

The form of these individual reports will generally follow a standard pattern. In addition to an identification key, each report will indicate the name of the establishment or project, the type of activity engaged in, information relative to construction if construction is involved, peak date of labor demand and number to be employed, anticipated labor needs by periods and occupational groups, shortage in occupations which are holding up production, and similar items of information.

Mr. Doucet explained that the reporting procedure is being developed primarily for the use of the United States Employment Service, but he thought certain of the agencies represented on the Regional Labor Supply Committee might also have use for the material. He emphasized the confidential nature of the information contained in the reports which prohibited a wholesale distribution of the material. In order to restrict the distribution of these documents, which contain information affecting the national defense of the United States within the meaning of the Espionage Act, only a very limited number of copies were to be made. Reports were to be distributed only to individuals who would accept responsibility for respecting the confidential information contained.

It was suggested that each member of the Regional Labor Supply Committee be canvassed by letter to determine which agencies had a bona fide need for such information. Based on the replies received to such an inquiry, a mailing list of committee members would be made. Those members not having need for a set of the reports could call upon the Reports and Analysis Section for specific items of information whenever necessity required.

Mr. Doucet suggested that the Reports and Analysis Section in the regional office become a clearing-house for labor market information. This, he said, would entail the cooperation of all committee members. If, for example, one of the committee obtained reliable labor supply information about a new project, or had available information which supplemented or corrected a project report, it would be helpful if such data were called to the attention of the Reports and Analysis Section.

The meeting adjourned at 12:00 Noon.

John E. Gross
Acting Chairman
Regional Labor Supply Committee

# SUBCOMMITTEE OF THE
# ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

A Subcommittee meeting of the Eleventh Regional Labor Supply Committee was held at 916 Patterson Building, Denver, Colorado, June 24, 1942, beginning at 10 a.m. Those attending were:

Mr. John E. Gross, Acting Chairman of the Regional Labor Supply Committee
Mr. Thomas G. Roche, Representing Colonel Jabelonsky of the U.S. Army Engineers for Colorado
Mr. George M. Kirk, Training-Within-Industry
Mr. Clyde C. Hartzell, Division of Contract Distribution
Mr. Ted Orme, Labor Representative
Mr. F. T. Lacy, Stearns-Rogers Manufacturing Company
Mr. Frank E. Johnson, Assistant Regional ES Representative

Mr. Gross introduced Mr. Roche to members of the Subcommittee present, and indicated that he had called the meeting to carry out the request of the Labor Supply Committee as outlined in the minutes of the twenty-fourth meeting of the Regional Labor Supply Committee, which had been held on Monday, June 22. He felt it would be advisable to have Colonel Jabelonsky or a member of his staff meet with the Subcommittee in order that it could be determined what authority Colonel Jabelonsky had or could invoke in an effort to get the contractors who are currently working on building construction projects to conform their recruiting practices to the procedures followed by the United States Employment Service.

1. In regard to advertising for workers, it had been discussed previously that the uncontrolled advertising being carried on by contractors who are building Government facilities under the direction of the U.S. Engineers, had had some very unwholesome results.

2. It had been reported previously that war production plants were complaining of a large labor turnover in their plants which they could blame directly on recruitment being carried on by contractors working on Government facilities, unions, and other war production plants who were recruiting the staff needs of these contractors.

Mr. Roche advised the group he was not absolutely sure what the extent of Colonel Jabelonsky's authority was but he felt almost certain that the Colonel did not have authority to tell either the contractors or the unions how they could recruit, or from what labor pools or sources they could recruit. He further advised the meeting that he did not believe that Colonel Jabelonsky had authority to specify the content of advertising for workers that might be engaged by the building contractors of the building and construction unions. Mr. Roche expressed the feeling that it seemed desirable to him that any advertisement for workers in connection with war activities should include a statement that workers currently employed in their full skill in operations essential to the war effort should not be given consideration on other war efforts, except where they might have a higher priority. Mr. Roche said he would explore these matters with Colonel Jabelonsky and either advise the group at their next meeting, or be present to discuss it with them.

Mr. Gross asked Mr. Roche to give a brief review of the current setup of the U.S. Engineers in this area, indicating how much of the area was under the authority of Colonel Jabelonsky and to whom he was responsible. Mr. Roche stated that Colonel Jabelonsky was in charge of the U.S. Army Engineers' activities for Colorado and reported to the Salt Lake office of the U.S. Engineers. He indicated that Arizona was in the Pacific division of the U.S. Engineers and reported to the San Francisco office, and that Wyoming and Montana reported to the Omaha office of the U.S. Army Engineers.

Mr. Gross indicated that he would call another meeting of the Subcommittee in the near future at the convenience of interested parties, and continue exploration of the problem.

## SUBCOMMITTEE OF THE ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

A subcommittee meeting of the Eleventh Regional Labor Supply Committee was held at 916 Patterson Building, Denver, Colorado, Monday, June 29, 1942, at 2 p.m. The following were present:

Mr. John E. Gross, Acting Chairman of the Regional Labor Supply Committee
Mr. L. A. West, Director for Colorado, USES
Mr. Thomas G. Roche, Representing Colonel Jabelonsky of the U. S. Army Engineers for Colorado
Captain Farrell, of the Denver Ordnance Plant
Mr. Carelton Henningson, Service Superintendent for Remington Arms Company at the Denver Ordnance Plant
Mr. C. L. Edwards, Civil Service Commission
Mr. Ted Orme, Labor Representative
Mr. Clyde C. Hartzell, Division of Contract Distribution
Mr. George M. Kirk, Training-Within-Industry
Mr. J. L. Johnson, Manager of the Denver local office of the USES
Mr. F. T. Lacy, Stearns-Rogers Manufacturing Company
Mr. Frank E. Johnson, Assistant Regional ES Representative

Mr. Gross explained to the group that the purpose of the meeting was to explore further the possibilities of solving the problem that had been reported by production plants in Denver that they were having a serious loss of personnel due to the uncontrolled advertising and recruitment for construction and production projects in the Denver metropolitan area and other points in Colorado.

Mr. Gross explained that a meeting had been held on Wednesday, June 24, at which time the problem had been presented to Mr. Roche, representing Colonel Jabelonsky. Since Mr. Roche had felt that Colonel Jabelonsky's authority would not extend to the control of advertising or recruitment by contractors or unions or to the extent of indicating to the contractors and to interested unions where they might and might not recruit workers, Mr. Roche had requested that he be given time to explore this matter with Colonel Jabelonsky and that another meeting be held at which the Colonel would be present. Mr. Gross indicated that he had talked to Colonel Jabelonsky about the meeting Saturday, June 27, and had expressed a desire that Colonel Jabelonsky be present if possible. Mr. Roche explained that Colonel Jabelonsky had been called to Colorado Springs on an urgent matter and asked Mr. Roche to represent him at the meeting.

Mr. Roche said he had discussed the matter with Colonel Jabelonsky concerning the extent of his authority of controlling recruitment by unions and by contractors who were prosecuting work under his supervision.

He said that Colonel Jabelonsky had no authority to control the actions of either the contractors or the unions in regard to placement of advertising or in their method or scope of recruitment.

Mr. Gross reviewed a letter which had been written by John P. Coyne, President of the Building and Construction Trades Department of the American Federation of Labor, to Presidents of the National and International Unions and to Secretaries of Local Building and Construction Trades Councils Affiliated with the Building and Construction Trades Department of the American Federation of Labor, concerning an administrative order which had been obtained from the U. S. Department of Labor on May 22, 1942, stabilizing wage rates in the building and construction industry.

Mr. Henningson reviewed the problem of mounting personnel terminations which was giving Remington Arms Company serious difficulty. He indicated that more and more individuals were leaving their jobs at the plants to take construction work. In advising the company of reasons for leaving, many of these individuals advised they were taking jobs with the unions as carpenters, truck drivers, bricklayers, etc. Mr. Henningson explained that Remington Arms had expressed no negative reaction toward individuals who had been working in their plant on machine operations and who had a journeyman's skill in one of the building trades and would be able to use that skill to the fullest possible extent in working on construction jobs.

However, he said, the company did have a reaction to the individuals who were not qualified carpenters who were quitting their work at the plant and taking jobs through the unions, when he felt these jobs could be filled just as well by labor recruited from labor resources outside the plant. He explained further that the company had quite an investment in training in some of these individuals, and their quitting slowed down the whole production line through the peculiar characteristics of the plant operations in building small arms ammunition. He said it was necessary to spend time in training other individuals on these machine operations which workers had left, and the whole line of production was geared to the efforts of the slowest machine operator in the line.

Mr. Gross asked if Mr. Henningson was able to tell what jobs these workers were going on, in order that the Subcommittee might have an idea of what contractors were responsible for this recruitment from the plant. Mr. Henningson said that almost invariably the workers indicated that the union had called them and the worker was not sure just where he would be referred, but had been assured through the union that he would be given employment at a stipulated rate on a construction project in Colorado.

Mr. Henningson cited the example where three qualified electricians who were working in their top skill as electricians in the Remington Arms plant, had been recruited by the unions and referred to construction work as electricians with Broderick and Gordon Construction Company, who were working right on the same Government reservation where Remington Arms is operating. He said that the leaving of these three electricians on short notice made it necessary for the plant to close down one department.

Mr. Clyde Hartzell reviewed the problems that had been reported by the shipbuilding group in Denver concerning their labor turnover, that could be directly traceable to recruitment on construction jobs.

Mr. L. A. West reviewed the policy of the USES and assured the group that when the Employment Service was a party to recruiting for outside employers where advertising was employed, the request was always made for the insertion of the statement, "Workers employed in national defense industries will not be considered," and indicated that workers were interviewed previously to the referral to construction jobs or to unions, and if it was found that the workers were currently employed in defense industries, they were not referred. He added that workers applying at the Employment Service office who indicated that they were working in defense industries, were discouraged by Employment Service interviewers from considering changes in employment.

Mr. Gross advised the group that he believed many of these problems could be eliminated if employers would use the United States Employment Service, not only use them when every other source had failed, but to really utilize the services that were available in the Employment Service by letting them know of their needs at the earliest possible time, and likewise let them know of these problems at the earliest moment. He pointed out that the Employment Service had the greatest active file of male workers ever assembled in this country through the Selective Service questionnaires. These questionnaires are available in all United States Employment Service offices. Mr. Gross requested Mr. Johnson to review some of these questionnaires that he had brought along as samples to show to the group the qualifications of workers that these questionnaires disclosed who were not now employed in occupations essential to the war effort. The Employment Service was in a position to attempt to negotiate transfers of these qualified workers from non-essential to essential activities upon indication of essential war employers that they were needed.

Mr. Henningson of the Remington Arms operation advised the Committee of his current needs from mechanical adjusters. Mr. Gross suggested that Mr. Henningson or a member of his personnel department work with Mr. Johnson in reviewing these questionnaires in the Denver local office and see if the needed qualified workers could not be found from these questionnaires immediately. Mr. Henningson was impressed by this possibility and assured the group that he would immediately take advantage of this opportunity and explore these possibilities to their maximum.

Mr. Gross suggested that Mr. Lacy advise the Manufacturers Association of the availability of these occupational questionnaires for filling jobs in essential defense occupations, and it was requested that Mr. Hartzell advise all of the contractors currently working on naval defense contracts of these questionnaires.

Mr. L. A. West, Director of the USES for Colorado, indicated that the Employment Service in trying to fill several hundred openings for engineers in a chemical warfare plant, had explored with the Reclamation Service the possibility of transferring several of their employees who had expressed a desire to transfer to work at the chemical warfare plant. Mr. West stated that the Personnel Department of the Reclamation Service had not shown an inclination to cooperate in this effort. After discussion of the problem, Mr. Gross suggested that Mr. West prepare a list of the names of the employees in the Reclamation Service who had expressed a desire to transfer to war work, and this list be turned over to Mr. Edwards, District Manager of the Civil Service Commission. Mr. Edwards assured the Subcommittee that he would take immediate action with the Reclamation Service in an effort to expedite the transfer of such individuals to the chemical warfare plant, or other Government facilities where workers were needed.

It was the consensus of the meeting that the information obtained in this meeting made it necessary that the Chairman of the Labor Supply Committee should immediately report these facts to his headquarters in Washington. The Committee believed that since Colonel Jabelonsky did not possess the necessary authority to exercise any control over the complained-of bad advertising and recruitment practices, this matter would have to be taken up and solved at the Federal level. The Committee felt that if these matters were called to the attention of the proper Washington authorities, it was possible that the directive of the War Manpower Commission on "Hiring Practices," might be made to include instructions to all divisions of the Government, building and construction contractors, and unions with which they may have collective agreements, and production operations and unions with which they might have collective agreements. The Committee felt that agencies and departments of the Government were among the worst offenders of good hiring practices and were contributing in a major way to the labor turnover that might vitally retard the war effort.

After the meeting, Mr. Gross and other members of the USES staff worked out with Mr. Henningson arrangements for cooperation between Remington Arms Company and the Employment Service first, to make available to the Remington Arms Company essential information from occupational questionnaires in the Denver local office of the USES, in order that qualified applicants now working in non-essential industries who were felt to be qualified applicants for openings in Remington Arms, be called in and an effort be made to transfer them from present employment to the Remington Arms plant; second, preliminary arrangements were worked out whereby the Remington Arms Company would use facilities of the Denver local office to intensify the recruitment of some 1,500 women to be employed in jobs in the plant to replace men who were being called to combat service, and who were terminating their services for employment elsewhere.

Miss Anderson 8/25/42 ✓ENW XI

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No. 26-7/27/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

WOMEN'S BUREAU
AUG 22 1942
DEPARTMENT OF LABOR

## Twenty-sixth Labor Supply Committee Meeting
## Denver -- July 27, 1942

## LABOR RECRUITMENT

### Needs for Metal Miners in this Region

In the Wallace, Idaho area there is a shortage of 400 underground workers. This number is needed if production schedules are to be maintained. If available, 600 miners would be employed by operators in the Wallace area. Four mines in this area, with a total employment of 2,417, reported that from March through May of this year, 747 workers quit. Six Utah mines with a total normal employment of 7,827, reported the loss of 1,188 workers during the period March through May. Only 909 replacements were hired, leaving a net deficit of more than 250 workers. One hundred and sixty-five workers were needed at the end of May in the Florence, Arizona, mining district, and the Butte, Montana, mines had need for 575 contract miners.

The turnover is attributable to better wages offered for other types of employment, particularly on construction projects, working, housing conditions, and transportation problems.

### Labor Needs - Chemical Warfare Plant

Ground work has been laid for obtaining desired information regarding labor needs in this plant. It was reported that the present feeling of officials is that a very limited number of women will be used in the plant operations. The representative of Engineering Defense Training expressed the opinion that a much higher percentage of women workers could be used in this plant. The matter is to be explored fully and report made at a subsequent meeting.

### Shortage of Coal Miners

The chairman of the subcommittee to arouse public interest in purchasing and storing coal now in the interest of equalizing labor needs in the coal mining industry, reported on his efforts to have information on this situation publicized. Copies of two pamphlets prepared for publication by the Colorado School of Mines are attached to the minutes.

The subcommittee reported splendid cooperation of 54 radio stations in the region and generally good cooperation on the part of newspapers. Mr. Ted Orme, Labor, is to contact labor organizations and Mr. Lacy, representing Management, is to place the facts before industrial concerns.

It was the consensus of the Committee that it would be extremely difficult to meet increased labor needs for experienced miners this winter when

## LABOR RECRUITMENT - Continued

the small skills were so badly needed in production of base metals essential to the war effort.

### Farm Labor Situation

A report was made on the Interregional Farm Placement Conference for representatives of the USES for the purpose of appraising the labor supply problems of agriculture in the western half of the United States. The Chairman stated that the agricultural problem is one of the most serious confronting the war effort. If the present practice of meeting increased labor needs for war production by extensive recruiting of workers customarily engaged in agriculture continues, it is doubtful that the labor supply problems for agriclutural workers can be met. It is also recommended that a program for transporting agricultural workers from one area to another be made operative as soon as possible. Likewise housing facilities need to be provided, in many instances mobile units that can be moved quickly with the movement of workers.

## CONTRACT DISTRIBUTION

### Chemical Warfare Conference

The representative of Division of Contract Distribution reported a very successful meeting sponsored by the Mechnical Warfare Service of the U. S. Army held in Denver July 23, 1942. Approximately 300 manufacturers who may be interested in contracts attended. It is felt that a good deal of the slack will be overcome in small production metal shops, which up to the present time have not been participating because of inability to qualify for production work in the war effort.

Field Management Division
United States Employment Service
August 7, 1942

Miss Anderson 8/25/42 XI

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## ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

The twenty-sixth meeting of the Eleventh Regional Labor Supply Committee was held Monday, July 27, 1942, at 10:00 a.m. in the Patterson Building, Denver, Colorado. The following members were present:

Mr. M. F. Coolbaugh, Engineer Defense Training
Mr. Ben F. Parker, Alternate, Engineer Defense Training
Mr. F. T. Lacy, Alternate, Management
Mr. George M. Kirk, Training Within Industry
Mr. C. C. Hartzell, Division of Contract Distribution
Mr. Ted Orme, Labor
Mr. Ray A. Gross, Alternate, Apprentice Training Service
Mr. D. L. Frodine, Alternate, Apprentice Training Service
Captain Howard E. Reed, State Selective Service
Colonel Clarence Burton, Liaison Officer, SOS
Mr. Thomas G. Roche, Alternate, United States Army Engineers
Mr. John E. Gross, Acting Chairman

The minutes of the previous meeting were reviewed and approved as presented.

### Shortage of Coal Miners

Dr. Coolbaugh, Chairman of the subcommittee on arousing public interest in summer coal storage, reported for the subcommittee. Dr. Coolbaugh presented to the members of the Committee, two copies of pamphlets which had been prepared by the Colorado School of Mines in the interest of this program. One of these pamphlets was prepared as an appeal to home owners and was captioned: "Storage of Coal in Homes, Rocky Mountain Region." The other pamphlet was directed particularly toward industrial concerns and was captioned: "Industrial Storage of Coal in Rocky Mountain Region." Dr. Coolbaugh advised the Committee that the material in these pamphlets had been cleared with the United States Bureau of Mines before issuance.

The subcommittee had endeavored to secure the cooperation of daily and weekly newspapers and radio stations throughout the Rocky Mountain region, in appealing to coal users to purchase winter supplies of coal in the summer. It was felt that information should be made available to all coal users because of the possibility of extreme difficulty of securing coal in the winter due to the probable inability of railroads to handle heavy tonnage in winter months and to even off operations in coal mines, thus avoiding slack production seasons in the summer time and lay-offs, or part time employment for workers, which results in increased labor needs in winter months.

It was the consensus of the Committee that it would be extremely difficult to meet increased labor demands for experienced miners this winter when the same skills were so badly needed in the production of base metals essential to the war effort.

The subcommittee had secured the cooperation of fifty-four radio stations in this region for distribution of these pamphlets, following presentation of prepared statements. Newspapers generally had given fairly good cooperation to the program.

It was suggested that Mr. Ted Orme should assist the subcommittee by contacting labor organizations to secure their cooperation in promoting the program among their membership.

Mr. Lacy was asked to make the information in the pamphlets available to the management of industrial concerns.

The subcommittee advised that they were currently getting fine responses from coal operators, railroads and retail coal dealers and expected a very general use from the same of the information contained in the pamphlets, in publicity campaigns for the program.

The subcommittee was instructed to continue its efforts and to call on other members of the Committee to assist them. Dr. Coolbaugh and the subcommittee were commended for their splendid efforts and the results in the campaign.

In connection with the problems of the mining industry, Mr. Doucet, Regional Economic Analyst, gave the Committee a brief report of the needs for metal miners in Region XI States: In the Wallace, Idaho area there is a shortage of 400 underground workers. This number is needed if production schedules are to be maintained. If available, 600 miners would be employed by operators in the Wallace area. Four mines in this area with a total employment of 2,417, reported that from March through May of this year, 747 workers quit. Six Utah mines with a total normal employment of 7,827, reported the loss of 1,188 workers during the period March through May. Only 909 replacements were hired, leaving a net deficit of more than 250 workers. One hundred and sixty-five workers were needed at the end of May in the Florence, Arizona mining district, and the Butte, Montana mines had need for 575 contract miners.

According to the reports from the State divisions of the United States Employment Service, from which these figures were extracted, the labor turnover in the mining industry is attributable to several reasons; Better wages being offered for other types of employment, particularly on construction projects; better working conditions on available jobs; poor housing accommodations available in mining communities; and, difficulties of transportation.

## Labor Needs of Rocky Mountain Arsenal

Colonel Burton reported on his conference with the operating officials of the Rocky Mountain Ordnance Plant (Chemical Warfare Plant) concerning their labor needs. He informed the Committee that the initial meeting had laid the ground work for obtaining desired information at subsequent meetings with operating officials of the plant. He reported that there was a feeling on the part of these officials that a very limited number of women would be used in the plant operations.

Dr. Coolbaugh informed the Committee that out of his experience in the chemical warfare division in the first world war, it was his belief that a much higher percentage of women workers could be used in this plant than was currently indicated. Colonel Burton reported that he intended to explore this matter fully and report at a subsequent meeting.

## Chemical Warfare Conference

Mr. Hartzell reported that a very successful meeting, sponsored by the Chemical Warfare Service of the United States Army, had been held in Denver, July 23, 1942. Approximately 300 manufacturers, who might be interested in government contracts for the procurement section of the Chemical Warfare Division, attended. The officers of the Dallas area were very well satisfied with the meeting. They reported it was the best attended meeting they had held. They reported that they felt sure they would be able to take up a good deal of the slack in small production metal shops that up to the present had not been participating because they had not been able to qualify for production work in the war effort.

## War Manpower Commission

The Chairman reported to the Committee on the developments which he had learned of in a recent visit to Washington, concerning the probable organizational structure and method of operations of the War Manpower Commission at the Federal, Regional and area levels.

The Chairman reviewed for the Committee, the background and thinking of the War Manpower Commission with respect to the eight directives previously issued. He also explained how these directives were expected to meet the labor supply problems. The Chairman read to the Committee the "Policy to Prevent Pirating of War Workers" released July 16, 1942, by Paul V. McNutt, Chairman of the War Manpower Commission. The Committee discussed at length the proposed methods for operating implementation of this directive.

## Farm Placement Conference, Dallas, Texas, July 14 and 15

The Chairman reported on the Interregional Farm Placement Conference for representatives of the United States Employment Service held in Dallas, Texas, July 14 and 15. This conference was called for the purpose of apprising the labor supply problems of agriculture in the Western half of the United States. This conference brought together, appropriate representatives of the United States Employment Service, for consideration of these problems and for plansto meet the farm labor needs of this area.

The Chairman informed the Committee that the agricultural labor problem was one of the most serious confronting the war effort. It was generally conceded that this problem would become more difficult to meet in the period ahead. Generally speaking, the agricultural labor needs had been met so far in this growing season, but the harvest season was now and would continue to present a very difficult problem and it was generally agreed that next year farm labor needs would be more serious and more difficult to meet.

It is believed that the plans for handling labor supply under the War Manpower Commission will materially aid in the solution of this problem in the future. It seems imperative in providing a solution to this problem that the transfer of workers from non-essential activities to essential war activities be currently carried on to meet labor shortages in local areas. If the present practice of meeting increased labor needs for war production by extensive recruiting of workers customarily attached to agriculture continues, it is doubtful if the labor supply problems for agricultural workers can be met. It also seems imperative that a program for transporting agricultural workers from one area to another must be made operative at the earliest moment.

It also seems most necessary that housing facilities be provided in many areas for agricultural workers. In some cases these facilities need to be mobile units that can be quickly moved, with movements of workers.

## Advancement of Training Within Industry Program

Mr. Kirk reported that his office had had encouraging contacts with the Executive Committee of the Metal Mine Operators Associations and he expected very shortly that the Job Instructor Training course would be in operation for this industry in the Region. He also reported that similar contacts had been made and similar arrangements were expected to be consummated with the Coal Operators Associations of the Region. He informed the Committee that he believed completion of the Job Instructor Training program with administrative and supervisory personnel in the mining industry would materially assist in meeting their labor recruiting program, in that it would afford an opportunity for on-the-job training for inexperienced workers taken on by the metal and coal mining industries.

In closing the meeting the Chairman suggested to the Committee that, pending the Regional set-up and announcement of operating policy and program by the War Manpower Commission, he felt the Regional Labor Supply Committee should continue its functions, carrying out the full responsibilities that had been assigned to the Committee. All the members of the Committee present, agreed to this suggestion.

Meeting adjourned at 12:15 p.m.

John E. Gross
Acting Chairman
Regional Labor Supply Committee

XI
No. 27 - 8/10/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Twenty-seventh Labor Supply Committee Meeting
## Denver - August 10, 1942

### LABOR RECRUITMENT

#### Regional WPB Meeting on Problems of Increased Supply of Raw Materials

Report was made on a meeting called August 3 by the Regional Director, WPB, to consider ways and means of increasing the supply of raw materials essential to the war effort in this Region. This group explored the critical need for increasing the supply of base materials.

The Committee was advised of the visit of Mr. F. J. Harbison and Captain Long, from SOS Division of the War Department. They conferred with the Chairman of the LSC on the necessity of increasing the supply of raw materials. It was cited that some metal mining companies were reluctant to go ahead in the production of needed metals because they felt that they could not get the needed manpower. It was stated that some companies seem to have the defeatist attitude. It was pointed out by the Chairman that no company need have this attitude, that while it was not possible to furnish a full compliment of skilled, experienced workers, it was felt that a skelton force of technically trained and experienced workers and an adequate supply of confident inexperienced workers who could have training on the job could be furnished. It was the consensus of the Committee that most employers in this Region would cooperate in an undertaking to gather together a nucleus of skilled and trained workers to start operations, toward the end of sharing necessities of new enterprises in the matter of workers rather than having them pirated away.

The Chairman advised the Committee that the Directors of the USES Divisions of this Region were quite well aware of the necessity of maintaining and increasing the supply of strategic metals. They fully realize the importance of manpower to this situation. They have been admonished by this office to bend every effort to promptly meet the labor needs of all mining operations, both coal and metal, in this Region.

While we have encountered difficulties in meeting these needs because of conditions above mentioned, the Directors report that they are confident they can meet the labor needs if the employers will relax their stringent specifications and accept the labor that the market affords. It is only fair to state that the labor supply needs of the mining industry, especially the metal mining industry, cannot be met if they insist upon experienced, skilled miners, with very stringent age limits, but they can be met if the mine operators will accept the best that the current labor market can offer and will do their full share in training inexperienced workers, provide adequate housing and some relief can be afforded from the existant wage differentials.

ES Directors report that many of the metal mining companies in this Region have refused to use the ES because they do not wish their workers to join labor unions.

#### Problems of Labor Supply in the Mining Industry

Coal Mining—It is indicated that the coal mines of Colorado, Utah and Wyoming face a shortage of workers this fall. Colorado anticipates a shortage of 1600 workers,

## LABOR RECRUITMENT - Continued

Utah, 2,000, and Wyoming, 1,000. A survey made by the ES in all six States of this Region indicates none available. The coal operators have been apprized of this situation and are being urged to avail themselves of programs for pre-employment and in-service training in order to utilize unskilled local workers for meeting these coal mine labor needs.

Metal Mining--Some months ago the States in this Region were canvassed as to the availability of skilled metal miners and it was found that there were no unemployed skilled metal miners available in the area.

Complaints have been made by metal mine operators that Selective Service has taken some of the badly needed workers into the armed services and that occupational deferments have not been uniformly available in the industry. Low wages paid by the metal mines in the Region are responsible chiefly for the loss of workers. The majority of workers in this Region have not heretofore used the ES, despite repeated offers of assistance.

### Shortage of School Teachers

An acute shortage of school teachers is developing in the States of this Region, one State having approximately 800 vacancies. This is due to the fact that some have been retired, married, or do not possess the academic degrees sufficient to meet minimum standards. It was the consensus of the Committee that these facts should be brought to the attention of the proper hiring authorities for school teachers and that the rigid requirements established in the past be relaxed. It was felt that this could be done without breaking down desirable standards. Lack of housing facilities is also retarding the effort to secure competent school teachers.

## DISRUPTIVE RECRUITING PRACTICES

### Metal Mining

The metal mining area having the highest wage scale pirates labor from other areas having allower wage scale. The employers of labor at this level simply recruit it at the next lower wage level which results in needless and wasteful migration of workers. Many mining companies have reported a steady and increasing loss of skilled workers, especially mechanics, to War Production industries offering higher wage scales, and because of longer work periods and consequent greater earning possibilities. Metal mine operators are unable to match the wage scales offered in building and construction of airplanes, shipbuilding, and manufacturing plants.

## COMMUNITY PROBLEMS

### Metal mining

In many of the mining camps, housing facilities to accommodate the increased staff of workers are not available. Neither are methods of transportation that will enable workers to work in the mines and live in the nearest communities where accommodations can be found. This necessitates their living apart from their families at added expense.

COMMUNITY PROBLEMS - Continued

The Utah LSC recently reported a labor turnover of approximately 700 workers a week in the Ogden, Utah area due primarily to inadequate housing facilities. The major housing problem is for workers engaged in plant and other operations which will undoubtedly remain in these centers for the duration of the war. These conditions have been repeatedly called to the attention of responsible governmental agencies (local, State, and Federal). Reports on housing conditions at the following named points were made available and are covered in the minutes:

Salt Lake City; Provo; Brigham; Clearfield; Denver, Colorado; Pocatello, Idaho; Coeur D'Alene - Pend Oreille, Idaho.

Field Management Division
United States Employment Service
September 9, 1942

CONFIDENTIAL

# ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

The twenty-seventh meeting of the Eleventh Regional Labor Supply Committee was held Monday, August 10, 1942, at 10:00 a.m., in the Patterson Building, Denver, Colorado. The following members were present:

Mr. Ben Parker, Alternate, Engineer Defense Training
Mr. Wendell Bridwell, Alternate, National Youth Administration
Mr. C. L. Edwards, Civil Service Commission
Mr. C. C. Hartzell, Division of Contract Distribution
Mr. James Curtis, Alternate, Work Projects Administration
Mr. A. E. Lawrence, Alternate, Training Within Industry
Mr. C. E. Turner, Office of Education
Mr. Ray A. Gross, Alternate, Apprentice Training Service
Mr. F. T. Lacy, Alternate, Management
Mr. John E. Gross, Acting Chairman

The minutes of the previous meeting were reviewed and approved as presented.

## Problems of Labor Supply in the Mining Industry (Coal and Metal)

Coal Mining: The Chairman reported to the Committee that an unusual interest from many sources was manifesting itself in connection with an adequate supply of coal and an increased supply of strategic metals. Several agencies of the Federal Government are currently concerning themselves with increasing the supply of basic materials necessary to the war effort. The supply of these basic materials is in a large degree dependent upon the mining industry for the production of base metals.

According to the conclusions of several recent meetings, the problems incident to the increasing of the supply of raw materials is not wholly a problem of labor supply. Where there is a labor shortage, the factors of wage differentials, adequate housing, transportation, restrictive specifications in employers orders for workers and a failure to use the Employment Service, all are serious problems in meeting these shortages.

It is apparent that there exists in some quarters, figures concerning labor shortages in the mining industry that do not coincide with the information furnished by these employers to the United States Employment Service for their 270 reports. The latest reports from the United States Employment Service indicate that the coal mines of Colorado, Utah and Wyoming, all face a shortage of workers this fall and winter. Colorado anticipates a shortage of 1,600 workers, Utah anticipates a shortage of 2,000 workers and Wyoming expects a shortage of 1,000 workers. Montana has indicated at this time no knowledge of any shortage of coal miners for this winter.

These figures from the four coal producing states are obtained by the Employment Service from coal operators and are figures of what they anticipate the problem to be during the fall and winter months.

AUG 21 1942

A careful check has been made by the Employment Service in all six States of the Region concerning the availability of skilled coal miners to meet these shortages. This survey indicates none available. The coal operators have been apprized of this situation and are being constantly urged to avail themselves of programs for pre-employment and in-service training in order to utilize unskilled local workers for meeting these coal mine labor needs.

Metal Mining: The problems of labor supply in the metal mining areas in the States of this Region have been the subject of discussion before this Committee almost constantly for the past year. The Committee has been conscious of the fact that notwithstanding repeated advice from the Employment Service, many metal mine operators still insist on recruiting their labor in their own way, regardless of its effect upon the labor market.

Many months ago, in response to a request from the Anaconda Copper Mining Company in Butte, Montana, we canvassed the States of this Region and metal mining areas of other States in the western half of the United States, as to the availability of skilled metal miners within the age limits that this company was willing to hire. We found that there was no supply of unemployed skilled metal miners available anywhere in the area.

It has been repeatedly charged that the metal mining area having the highest wage scale, pirates labor from other areas having a lower wage scale. The employer of labor at this level simply recruits at the next lower wage level. Resultant from this is a needless and wasteful migration of workers out of the total available supply, with none of the over-all deficit being met.

Every persuasion possible to engage in the use of inexperienced people and pre-employment and on-the-job training, has been exerted upon the leaders of this industry. The results have been quite negligible. Many of the mining companies have reported a steady and increased loss of skilled workers, especially mechanics, to war production industries offering higher wage scales and because of longer work periods, consequent greater earning possibilities. The metal mine operators have repeatedly stated that they are unable to match the wage scales offered in building and construction, aeroplanes, ship building and manufacturing plants, because of the fact that the prices for metals are fixed and their present wage scales are all that the ceiling of these fixed prices will permit.

The Miners' Union representatives in the metal mining industry have repeatedly said that the physical conditions under which the men have to work in some of the mines are more than the average human can endure for a long period of steady employment. It was charged in the Montana meeting that the mines in the Butte area have an excessive temperature and in the Coeur D'Alene, Idaho, area that some of the mine workings are below sea level creating a very detrimental condition to health. Consequently when building and construction projects originate in these areas offering higher wage rates per hour and opportunities for far greater earnings than are present in the metal mining industry, the miners leave to accept the outside employment in preference to the underground work.

In many of the mining camps, housing facilities to accommodate the increased staff of workers are not available. Neither are methods of transportation that will enable workers to work in the mines and live in the nearest communities where accommodations can be found. The miners have complained of the loss that occurs to them in earnings occasioned by the necessity of leaving their families in one place and going to work in the mines in a far distant place and thereby called upon to pay extra expenses of board, room, washing, etc., away from their families.

Complaints have been made by the metal mine operators, that Selective Service has taken some of the badly needed workers into the armed services and that occupational deferments have not been uniformly available in the industry.

It has recently been reported that in some of the metal mines in this Region, wage scales are as low as $4.50 per day with board and room running as much as $1.50 per day. When this situation is contrasted with even the railroad track labor situation, where track laborers are currently being paid $6.60 for ten hours, and with a 50¢ per day charge for board and room in the cars, it is not difficult to see who gets the workers.

A majority of the metal mine operators in this Region have not heretofore used the Employment Service to assist in meeting their labor supply problems, notwithstanding repeated visitations by representatives of the Employment Service and constant offers of help in meeting their labor supply problems.

Climax Molybdenum Company: The case of the Climax Molybdenum Company was reported on by Frank Johnson, Assistant Regional Employment Service Representative. Mr. Johnson advised the Committee that this company had for several weeks been running a series of advertisements in daily newspapers throughout the Region, seeking to recruit miners for their properties and repeated attempts on the part of the Colorado Division of the United States Employment Service to induce this company to use the Employment Service had been unsuccessful.

During the course of this advertising campaign, it was charged by other metal mine operators that this company was sending labor scouts into their areas seeking to entice their employees away to work for their company. During the course of this campaign, it came to the attention of the Minority Group Representative, Mr. Barron Beshoar, that this company was refusing to employ Spanish-Americans or negroes.

After a series of conferences with the high officials of the company it was decided to hold a meeting on the whole problem, in Denver, on July 27, 1942. This meeting was attended by high officials of the company, representatives of the Colorado Division, United States Employment Service, Mr. Beshoar and Mr. Frank Johnson.

In the course of this conference, a program was worked out by which the company agreed to withdraw all its restrictions and discontinue its advertising, and turn the problem of recruiting over to the Colorado Division of the United States Employment Service. The first orders were placed with the Employment

Service on Tuesday, August 4, and at the close of business Saturday, August 8, the Denver office alone had recruited and the company had accepted, 51 workers.

According to this company's statement, they have about 1200 employees and they have an average turnover of 200 employees a month. The properties are located at an altitude of 11,400 feet. The housing problem is very bad. They have 180 good houses and have 300 names on the waiting list for these houses. Their hotel facilities currently are enough, but these facilities are restricted to single individuals, living two in a room, which means that workers have to leave their families in other cities. Leadville, the closest town to Climax, has been declared a critical housing area in Colorado. Another problem in regard to labor turnover is that they hire students from schools, who work only during the summer months. Also they have hired farm labor, and these workers need to return to their farms during harvest season.

It should be observed that this company still has a restriction in its hiring practice, limiting the ages of workers to males between twenty and forty-five and with a very rigid physical examination. It is believed that if the Employment Service can demonstrate to this company the difficulty of recruiting men within these age limits and to meet their physical examination requirements, this company will relax its restrictions as necessity dictates.

It was stated that no Job Instructor Training program had as yet been inaugurated for this company. Plans are being withheld until officials of Training Within Industry can get the Metal Mining Association as a whole to take the program up. Training Within Industry representatives expect action on this program in the next week or two.

Phelps-Dodge Copper Mining Company, Arizona: Up until quite recently this company did not use the Employment Service at all. During recent months because of the assistance of Colonel Laird, SOS representative for Arizona, the company has begun to use the Employment Service for recruiting in a few of its operations. Its principal point of use at the present time is its Morenci operation through the Safford office. This operation is just getting into production after some five years of development as an open pit operation. Considerable difficulty has been encountered in recruiting for this operation because of a housing shortage. Currently 400 houses are in the process of construction and this construction enterprise has tended to relieve the difficulties of securing workers for this development. The Arizona Employment Service reports this week, that it anticipates no difficulty in meeting the recruiting needs for this operation.

The problem of labor supply in the metal mining industry of Idaho, was one of the major subjects of discussion at the meeting of the Idaho Labor Supply Committee, held in Boise, Idaho, June 10. Special reference is made to pages 10 and 11 of the minutes of that meeting, under the caption: "Discussion of mining industries."

Utah Copper Company: According to our information, this company produces 40% of the copper production of the United States. It is an open pit operation. This company normally employs about 4,500 workers. According to information furnished the Employment Service for the 270 report, their total hirings have been 175 workers in the last thirty days. Their anticipated labor hirings for the next sixty days from this same report are as follows:

"The only labor needs anticipated will be replacements for those voluntarily leaving to accept other jobs, or for those called in the draft."

During the past thirty days, 140 men voluntarily left their jobs from this company and of this number, 28 were called in the draft. Rustling crews at the mine and mills enable this firm to select most of the replacements needed. The Employment Service facilities are used by this company to recruit skilled help when needed and will be used to recruit other workers when suitable men are not available at the gate.

Following is a tabulation of known, present and anticipated employment in mining in States of Region XI, as of August 12, 1942. Prepared by Reports and Analysis Section.

## EMPLOYMENT IN MINING, ARIZONA

Unemployment Compensation coverage, March 1942:

| | |
|---|---|
| Metal mining | 15,033 |
| Coal mining | 0 |
| Non-metallic mining | 193 |

| Mine | Products | Employment<br>Present | Employment<br>Peak | Hires next 6 months 1/ | Hires last 60 days |
|---|---|---|---|---|---|
| Total, Metal Mining | | 12,222 | 13,931 | 788 | 1,742 |
| Bagdad Copper Co. | Copper | 145 | 200 | 50 | 12 |
| Christmas Copper Co. | Copper | 60 | 60 | 0 | 18 |
| Copper Giant Mine | Copper | 10 | 13 | 13 | 10 |
| Davenport Mining & Red Co. | Lead, zinc | 70 | 100 | 30 | NA |
| Inspiration Cons. Copper Co. | Copper | 1,536 | 1,700 | 160 | 252 |
| Iron King Mining Co. | Lead, zinc | 108 | 110 | 2 | 25 |
| Magma Copper Co. | Copper | 1,101 | 1,100 | 0 | 426 |
| Miami Copper Co. | Copper | 1,415 | 2,315 2/ | 0 | 296 |
| Nevada Cons. Copper Corp. | Copper | 1,170 | 1,170 | 0 | 225 |
| Phelps Dodge, Morenci 3/ | Copper | 2,339 | 2,860 | 498 | 281 |
| Phelps Dodge, Copper Queen | Copper | 1,611 | 1,611 | 0 | 105 |
| Phelps Dodge, New Cornelia | Copper | 1,150 | 1,160 | 10 | 0 |
| Phelps Dodge, United Verde | Copper | 1,119 | 1,119 | 0 | NA |
| Shattuck Denn Min. Corp. | Copper | 263 | 263 | 0 | 25 |
| Tennessee Schuylkill Corp. | Lead, zinc | 125 | 150 | 25 | 67 |

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1/ For most mines, does not include replacements.

2/ In July 1943. 3/ Open pit mine.

## EMPLOYMENT IN MINING, COLORADO

Unemployment Compensation coverage, March 1942:

| | |
|---|---|
| Metal mining | 5,577 |
| Coal mining | 8,007 |
| Non-metallic mining | 487 |

| Mine | Product | Employment | | Hires next 6 months 1/ | Hires last 60 days |
|---|---|---|---|---|---|
| | | Present | Peak | | |
| Total, Metal Mining | | 2,983 | 3,327 | 274 | 773 |
| Alta Mines, Inc. | Copper, lead, zinc, silver, gold | 49 | 70 | 21 | 7 |
| California Gulch M.&M. | Copper, lead, zinc, silver, gold | 60 | 75 | 15 | 10 |
| Climax Molybdenum Co. | Molybdenum | 1,267 | 1,267 | 0 | 355 2/ |
| Empire Zinc Co. | Lead, zinc | 500 | 500 | 0 | 30 |
| Highland Mary Mines | Lead, zinc, silver | 50 | 60 | 10 | 91 |
| Midnight Mining Co. | Lead, zinc, silver | 35 | 50 | 5 | 4 |
| Resurrection Mining Co. | Lead, zinc | 128 | 250 | 72 | 26 |
| Rico Argentine Mining Co. | Lead, iron, zinc | 115 | 115 | 0 | 30 |
| Shenandoah Dives Mining Co. | Lead, zinc | 199 | 205 | 6 | 60 |
| Slides Mines, Inc. | Tungsten, copper, gold, silver | 82 | 97 | 15 | 14 |
| Telluride Mines, Inc. | Lead, zinc, silver | 174 | 261 | 50 | 50 |
| Vanadium Corp. of Amer. | Vanadium | 282 | 335 | 53 | 88 |
| Wolf Tongue Mining Co. | Tungsten, vanadium | 42 | 42 | 0 | 8 |

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1/ For most mines, does not include replacements.

2/ Total employment reduced 108 in past 60 days.

## EMPLOYMENT IN MINING, IDAHO

Unemployment Compensation coverage, March 1942:

| | |
|---|---|
| Metal mining | 7,181 |
| Coal mining | 1 |
| Non-metallic mining | 123 |

| Mine | Product | Employment | | Hires next 6 months 1/ | Hires last 60 days |
|---|---|---|---|---|---|
| | | Present | Peak | | |
| Total, Metal Mining | | 4,105 | 4,465 | 776 | 1,173 |
| Bradley Mining Co. | Antimony, gold, tungsten | 470 | 470 | 0 | 150 2/ |
| Bunker Hill & Sullivan | Lead, zinc | 883 | 930 | 265 | 161 |
| Coeur d'Alene Mines Corp. | Copper, silver | 250 | 250 | 0 | 102 |
| Day Mining Interests | Lead, zinc | 388 | 500 | 110 | 168 |
| Federal Mining & Smelt. | Lead, zinc | 714 | 850 | 136 | 190 |
| Hecla Mining Co. | Lead, zinc | 815 | 850 3/ | 35 | 153 |
| Idaho Continental Mine | Lead | 35 4/ | 45 | 10 | 5 |
| Sunshine Mining Co. | Antimony, copper, silver | 550 | 570 | 220 5/ | 244 |

---

1/ For most mines, does not include replacements.

2/ Production of tungsten increased by use of open pit mining and addition of workers in July.

3/ One mine will be closed in 1943, and 200 workers will be laid off.

4/ In May.

5/ Includes replacements.

## EMPLOYMENT IN MINING, MONTANA

Unemployment Compensation coverage, March 1942:

| | |
|---|---|
| Metal mining. . . . . . . . . . . . . . . . . . . . . . . . | 12,571 |
| Coal mining . . . . . . . . . . . . . . . . . . . . . . . . | 1,342 |
| Non-metallic mining . . . . . . . . . . . . . . . . . . | 236 |

| Mine | Product | Employment Present | Employment Peak | Hires next 6 months 1/ | Hires last 60 days |
|---|---|---|---|---|---|
| Total, Metal Mining | | 9,315 | 10,899 | 2,135 | 214 |
| Anaconda Copper Mining Co. | Chromium | 800 | 2,000 2/ | 900 | 60 |
| Anaconda Copper, Butte | Copper, lead, manganese, zinc | 8,293 | 8,500 | 1,000 3/ | 119 |
| Anaconda Copper, Flathead | Lead, silver | 67 | 74 | 10 | 25 |
| St. Joseph Lead Co. | Lead, zinc | 155 | 325 | 225 | 10 |

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1/ For most mines, does not include replacements.

2/ In May 1943. 3/ Short 400 miners for copper operations; if zinc mining is resumed, 600 more will be needed.

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## EMPLOYMENT IN MINING, WYOMING

Unemployment Compensation coverage, March 1942:

| | |
|---|---|
| Metal mining. . . . . . . . . . . . . . . . . . . . . . . . . | 576 |
| Coal mining . . . . . . . . . . . . . . . . . . . . . . . . . | 4,749 |
| Non-metallic mining . . . . . . . . . . . . . . . . . . . | 155 |

| Mine | Product | Employment Present | Employment Peak | Hires next 6 months 1/ | Hires last 60 days |
|---|---|---|---|---|---|
| Total, Metal Mining | | 560 | 560 | 0 | 20 |
| Sunrise Iron Mine | Iron | 560 | 560 | 0 | 20 |

---

1/ For most mines, does not include replacements.

## EMPLOYMENT IN MINING, COLORADO

| Mine | Employment |  | Hires next 6 months 1/ | Hires last 60 days |
|---|---|---|---|---|
|  | Present | Peak |  |  |
| Total, Coal Mining | 5,838 | 7,627 | 1,986 | 643 |
| American Smelting Refining | 270 | 280 | 10 | 10 |
| Bear Canon Coal Co. | 55 | 80 | 25 | 10 |
| Black Diamond Fuel Co. | 60 | 90 | 30 | 0 |
| Boulder Valley Coal Co. | 180 | 380 | 200 | 9 |
| Butte Valley Coal Co. | 88 | 110 | 23 | 13 |
| Canon Monarch Coal Co. | 25 | 103 | 78 | 0 |
| Clayton Coal Co. | 0 | 50 | 50 | 0 |
| Colorado Fuel and Iron, Tioga | 240 | 325 | 85 | 22 |
| Colorado Fuel and Iron, Farr | 191 | 200 | 9 | 5 |
| Colorado Fuel and Iron, Canon City | 140 | 140 | 0 | 30 |
| Colorado Fuel and Iron, Crested Butte | 225 | 325 | 100 | 16 |
| Colorado Fuel and Iron, Valdez | 810 | 810 | 120 2/ | 30 |
| Colorado Fuel and Iron, Morley | 425 | 425 | 10 2/ | 15 |
| Colorado Utah Coal Co. | 165 | 215 | 50 | 65 |
| Cons. Coal & Coke, Baum mine | 40 | 100 | 60 | 5 |
| Gordon Coal Co. | 75 | 100 | 25 | 0 |
| Graden Coal Co. | 25 | 70 | 45 | 2 |
| Hayden Coal Co. | 184 | 262 | 78 | 60 |
| Huerfano Coal Co. | 125 | 125 | 26 | 21 |
| Imperial Coal Co. | 75 | 135 | 60 | 2 |
| Juanita Coal Co. | 55 | 60 | 40 | 10 |
| Kerr Coal Co. | 68 | 68 | 0 | 4 |
| Keystone Coal Co. | 130 | 160 | 30 | 25 |
| Leyden Lignite Co. | 105 | 117 | 12 | 5 |
| Louisville-Lafayette Coal Co. | 75 | 150 | 75 | 0 |
| McNeil Coal, Sterling Mine | 30 | 90 | 60 | 0 |
| Minnequa Fuel Co. | 68 | 75 | 7 | 0 |
| Moffat Coal Co. | 277 | 305 | 28 | 45 |
| National Fuel Co., Erie | 138 | 190 | 52 | 27 |
| National Fuel Co., Broomfield | 150 | 190 | 40 | 4 |
| Oliver Coal Co. | 67 | 80 | 13 | 10 |
| Pike View Mine | 140 | 300 | 160 | 15 |
| Pinnacle Mine | 165 | 265 | 100 | 30 |
| Pryor Coal Co. | 82 | 92 | 10 | 5 |
| Rocky Mountain Fuel, Boulder | 175 | 220 | 50 | 0 |
| Rocky Mountain Fuel, Columbine | 175 | 220 | 45 | 0 |

CONTINUED

| Mine | Employment Present | Employment Peak | Hires next 6 months 1/ | Hires last 60 days |
|---|---|---|---|---|
| Russel, William E., Coal Co. | 22 | 70 | 48 | 22 |
| Shamrock Coal Co. | 48 | 65 | 17 | 0 |
| Utah Fuel Co. | 160 | 165 | 5 | 30 |
| Vickers Coal Co. | 75 | 85 | 10 | 40 |
| Victor American Fuel | 100 | 100 | 0 | 26 |
| Victor American Fuel, Wadge | 135 | 235 | 100 | 30 |

---

1/ For most mines, does not include replacements.

2/ Replacements

## EMPLOYMENT IN MINING, UTAH

| Mine | Employment Present | Employment Peak | Hires next 6 months 1/ | Hires last 60 days |
|---|---|---|---|---|
| Total, Coal Mining | 2,554 | 3,832 | 947 | 596 |
| Chesterfield Coal Co. 2/ | 36 2/ | 36 | 0 | 0 |
| Columbia Steel | 250 | 275 | 25 | 43 |
| Columbia Steel, Allen and Garcia | 20 | 811 | 460 3/ | 20 |
| Independent Coal & Coke | 368 | 419 | 51 | 102 |
| Liberty Fuel Co. | 112 | 133 | 21 | 4 |
| Lion Coal Co. | 80 | 98 | 18 | 22 |
| Peerless Sales Co. | 83 | 118 | 35 | 8 |
| Royal Coal Co. | 144 | 186 | 42 | 20 |
| Spring Canyon Coal Co. | 322 | 398 | 76 | 100 |
| Standard Coal Co. | 80 | 149 | 69 | 25 |
| U. S. Fuel Co. | 390 | 400 | 10 | 44 |
| Uta-Carbon Coal Co. | 105 | 141 | 36 | 16 |
| Utah Fuel Co., Castle Gage | 460 | 538 | 78 | 135 |
| Utah Fuel Co., Clear Creek | 104 | 130 | 26 | 57 |

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1/ For most mines, does not include replacements. 2/ May 1942.

3/ Will layoff 174 men hired for erection of coal tipple and development work.

## EMPLOYMENT IN MINING, UTAH

Unemployment Compensation coverage, March 1942:

| | |
|---|---|
| Metal mining | 8,862 |
| Coal mining | 2,991 |
| Non-metallic mining | 428 |

| Mine | Products | Employment Present | Employment Peak | Hires next 6 months 1/ | Hires last 60 days |
|---|---|---|---|---|---|
| Total, Metal Mining | | 7,363 | 7,960 | 625 | 930 |
| Apex Mining Co. | Copper | 20 | NA 2/ | 0 | 20 |
| Boston Cons. Mining | Copper, lead | 55 | 70 | 15 | 30 |
| Chief Cons. Mining | Gold, lead, silver, zinc | 120 | 140 | 20 | 12 |
| Columbia Iron Mining | Iron | 51 | 195 3/ | 74 | 11 |
| Combined Metals Red Co. | Gold,lead,silver, zinc | 289 | 397 | 108 | 25 |
| Eagle Blue Bell Min.Co. | Gold,lead,silver, fluxing | 40 | 40 | 0 | NA |
| Kalunite, Inc. | Alumina | 12 | 25 | 13 | 0 |
| Mammoth Mining Co. | Gold,silica, flux | 31 | NA | 0 | 0 |
| National Tunnel& Mines | Copper,lead,zinc | 247 | 350 | 103 | 65 |
| Nevada Massachusetts Corp. | Copper,tungsten | 17 | 20 | 3 | 7 |
| New Park Mining Co. | Gold,lead,silver, zinc | 212 | 220 | 8 | 75 |
| North Lily Min. Co. | Gold,lead,zinc, flux | 75 | NA 2/ | 0 | 19 |
| Ohio Copper Co. | Copper | 52 | 52 | 0 | 2 |
| Park City Cons.Mines | Lead,silver,zinc | 160 | 160 | 0 | 35 |
| Park City Utah Mines | Gold,lead,silver, zinc | 60 | 60 | 0 | 21 |
| Park Utah Cons.Mines | Copper,gold,lead silver,zinc | 319 | 366 | 47 | 108 |
| Park Utah Mining Co. | Gold,lead,silver, zinc | 58 | 58 | 0 | 31 |
| Silver King Coalition | Copper,gold,lead silver,zinc | 436 | 590 | 154 | 121 |
| Snyder Mines,Inc. | Gold,silver,flux | 145 | 145 | 0 | 50 |
| Tintic Standard Min. Co | Copper,gold,lead silver | 340 | 350 | 0 | 35 |
| Utah Copper Co. | Copper | 4,416 | 4,422 | 7 | 150 |
| Vanadium Corp of Amer. | Vanadium | 208 | 300 | 73 | 113 |

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1/ For most mines, does not include replacements.

2/ Future Employment depends on result of development work now being done.

3/ Employment will reach 1,000 by 1945.

## EMPLOYMENT IN MINING, WYOMING

| Mine | Employment | | Hires next 6 months 1/ | Hires las 60 days |
|---|---|---|---|---|
| | Presecnt | Peak | | |
| Total, Coal Mining | 3,937 | 5,042 | 1,105 | 538 |
| Colony Coal C o. | 291 | 461 | 170 | 47 |
| Gunn-Quealy Coal Co. | 150 | 210 | 60 | NA |
| Kemmerer Coal Co. | 354 | 414 | 60 | 90 |
| Lion Coal Co. | 115 | 150 | 35 | NA |
| Rock Springs Fuel Co. | 84 | 184 | 100 | NA |
| Sheridan-Wyoming Coal Co. | 220 | 400 | 180 | 2 |
| Union Pacific Coal Mine | 2,723 | 3,223 | 500 | 399 |

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1/ For most mines, does not include replacements.

## Regional War Production Board Meeting on Problems of Increased Supply of Raw Materials

The Committee was advised that the Chairman and Mr. Frank Johnson, had been invited and attended a meeting called by Regional Director Miller of the War Production Board, to consider ways and means of increasing the supply of raw materials essential to the war effort in this Region. This meeting was held on Monday afternoon, August 3, in Director Miller's office. It was attended by staff members of the War Production Board, representatives of the United States Bureau of Mines, Reconstruction Finance Corporation, Colorado Metal Mining Association and representatives of the Regional Office, United States Employment Service.

This group fully explored the critical need for increasing the supply of base metals essential to the war effort. A report was had from the representatives of the United States Employment Service on problems of labor supply incident to the program. The Reconstruction Finance Corporation representatives reported on their program for loans for the development and operation of metal mines. Representatives of the Colorado Metal Mining Association reported on the problems of increased production.

Representatives of the United States Bureau of Mines advised the Committee that they had recently been directed to increase the production of essential strategic metals and funds had been provided through which they could furnish engineering facilities in connection with expanding present workings, or develop new workings. Under this program they are permitted to finance developments and expenses to the point of production.

It was the opinion of the Colorado Mining Association as supported by documentary statements, that the basic problem incident to increasing production of strategic metals was the matter of the fixed price ceiling on these metals. They pointed out that many of the properties now in operation,*could not possibly operate under the present ceiling prices for copper, zinc, lead, and other metals in which there were critical shortages. * (or those that could be put into operation.)

The representative of the Bureau of Mines stated that in his belief there was little that could be done to increase the output of critical metals in the year 1942, but the activities of today were essential to increase this production beginning next year. This representative also expressed the opinion that the price ceiling on these metals was one of the major problems in increasing production.

He pointed out that the Utah Copper Company could not increase its production unless added railroad,dumping and milling facilities were made available. He further pointed out that the operations of the Utah Copper Company at Bingham Canyon, Utah, and the Phelps-Dodge Company at Morenci, Arizona, were open pit developments and the matter of increasing ore production was not essentially one of skilled labor, but of facilities, namely, railroads and processing facilities.

## Visit of F. J. Harbison and Captain Long, SOS

The Committee was advised of the visit of Mr. F. J. Harbison and Captain Long from the SOS Division of the War Department. In company with Colonel Burton of the Regional Labor Supply Committee, Mr. Harbison and Captain Long had visited this office on July 31, and had conferred with the Chairman, Mr. Frank Johnson and Regional Director Harper of the Social Security Board, on the necessity of increasing the supply of basic raw materials.

During the course of this meeting, Colonel Burton informed the group that at the request of his Washington office, he had made a rather extensive investigation of the possibilities of increasing the supply of needed critical materials and that a full copy of this report had been rendered to his Washington office.

After reviewing all the factors contained in this report, Mr. Harbison and Captain Long informed the group that they expected to visit other points in the Region to obtain first hand information on the problems involved in increasing the supply of these needed materials.

Mr. Parker advised the Committee that he knew of two metal mining companies in this State that had recently said they did not feel they could go ahead with developments in their companies in the production of needed metals because they felt they could not get needed manpower. He stated that he had for sometime past rendered consultant engineering service to these companies and to him it seemed they had a defeatist attitude.

The Chairman stated that he did not believe any mining companies needed to take that attitude and while it was not possible perhaps to send them a full compliment of skilled, experienced workers, he was confident that they could get a skeleton force of technically trained and experienced workers and an adequate supply of competent inexperienced workers who could be trained on the job.

The Chairman pointed out that in many sections of the country where new plant developments had gotten underway, it had been necessary to call together employers of similar types of labor and persuade this group to make available to the new operations, a nucleus of skilled and trained workers to start operations and he was quite confident that the same could be done in this situation.

It was the consensus of the Committee that most employers in this Region would cooperate in such an undertaking, feeling that it was much better to share the necessities of new enterprises in the matter of workers rather than have them pirated away.

The Chairman advised the Committee that the Directors of the United States Employment Service Divisions of this Region were quite well aware of the necessity of maintaining and increasing the supply of strategic metals. They fully realize the importance of manpower to this situation. They have been admonished by this office to bend every effort to promptly meet the labor needs of all mining operations, both coal and metal, in this Region.

While we have encountered difficulties in meeting these needs because of conditions above mentioned, the Directors report that they are confident they can meet the labor needs if the employers will relax their stringent specifications and accept the labor that the market affords. It is only fair to state that the labor supply needs of the mining industry, especially the metal mining industry, cannot be met if they insist upon experienced, skilled miners, with very stringent age limits, but they can be met if the mine operators will accept the best that the current labor market can offer and will do their full share in training inexperienced workers, provide adequate housing and some relief can be afforded from the existant wage differentials.

The Employment Service Directors report that many of the metal mining companies in this Region have refused to use the Employment Service because of a preference on their part that their workers not join labor unions. They report that many of the metal mine operators have for a long time past, recruited their workers from rural communities, preferring farm workers even though there maybe currently an available supply of adequate industrial workers in the labor market area.

They also report that some metal mining companies have operated on what is called a job rustling system. This requires a prospective worker to get a clearance card from some central office indicating that his record is clear with cooperating mining companies. After obtaining this card the worker is at liberty to seek a job from any of the mining companies who are parties to this system. As can be readily seen, it is rather difficult for the Employment Service to find any place in which it can cooperate in this sort of a recruiting system.

## Shortage of Housing Accommodations

The Committee's attention was directed to the critical conditions that exist in some points in this Region because of the shortage of housing facilities. It was pointed out that in many instances these housing shortages are causing tremendous problems in the matter of maintaining adequate labor supply.

The Utah Labor Supply Committee minutes recently reported a labor turnover of approximately 700 workers a week in the Ogden, Utah area. Inadequate housing facilities is the major cause of this unusually high labor turnover in this area, according to their report. They further report that this labor turnover is in civilian personnel of military operations vital to the war effort.

The Committee's attention was called to the fact that while there has been some serious difficulty in finding adequate housing facilities for construction workers, this situation has not been regarded as so serious because in the main construction workers are on the project but a short period of time. The major problem of housing shortages is for workers engaged in plant and other operations who will undoubtedly remain in these centers for the duration of the war. These conditions have been repeatedly called to the attention of responsible Governmental agencies (local, State and Federal).

Regional Economic Analyst James Doucet made available the following report on the housing situation which his office had recently prepared for appropriate Federal agencies.

## Ogden, Utah

The Utah Division of the United States Employment Service estimates that it will be necessary to import between 15,000 and 17,000 workers into the Ogden area within the next nine months, excluding needs for construction and agricultural labor. The Homes Registration Office in Ogden reports that there is not a vacant housing unit in Ogden or within a radius of 20 miles from Ogden. That office has an active list of 600 applications for family units, filed by individuals who wish to move out of the sub-standard units presently occupied by individuals commuting long distances back and forth to work, and by individuals who desire to bring their families into Ogden. The housing shortage in Ogden is seriously retarding the recruitment of labor for the Utah General Supply Depot, the Ogden Air Depot, and the Ogden Ordnance Depot, three major Army operations in the area.

## Salt Lake City, Utah

The Homes Registration Office in Salt Lake City has 178 applications on file for apartments and homes. Against this demand, the office reports that 77 housing units are now available, about 40 percent of which are sub-standard. Only 7 vacancies where tenants with children are acceptable exist in the city.

In view of known labor needs in Salt Lake City, it is estimated by the Salt Lake Real Estate Board that 1,000 additional family units are needed in the immediate future.

A most undesirable practice is presently in existence in Salt Lake City. Landlords are raising rents to exorbitant heights. Tourist camps are charging a minimum of $8 per night in Salt Lake City and Tooele, according to reports. Within two days, the Salt Lake Real Estate Board had prepared and served 29 eviction papers, many on families with children who were less desirable tenants than renters not having children.

## Provo, Utah

Seventy-eight units are listed with the Home Registration Office in Provo. Of this number, an estimated 30 percent are sub-standard. Against this supply, the Home Registration Office has 185 applications on hand. The seriousness of the Provo situation can be seen when it is pointed out that the large scale hirings at the Geneva and Ironton plants of Columbia Steel Corporation have not been started.

## Brigham, Utah

Brigham, the site of a 1,500 bed hospital project has no vacant homes. Housekeeping rooms are rare. Limited board and room facilities are still available, but these facilities are rapidly being taken up.

The permanent hospital staff is expected to number about 1,500. Many of these will be brought in. It is reported that the professional staff will not find the housing facilities vacated by construction workers suitable.

## Clearfield, Utah

The largest storage depot in the United States is being constructed by the Navy at Clearfield, just 11 miles south of Ogden. A large crew of construction workers will be needed until the completion date, some fifteen months off. It is anticipated that 10,000 construction workers will be employed for at least a year on the project.

Although the permanent staff is now estimated at 1,500, the Clearfield depot will be larger than the Utah General Depot which already employs 2,500 workers.

At the present time there are no housing facilities available in Clearfield or its environs.

## Denver, Colorado

Based on anticipated labor needs reported by Denver employers to the United States Employment Service during May, it is estimated that 25,000 jobs will have to be filled during the coming nine months. The active file of job seekers in the Denver employment office is approximately 16,000. This registered supply can be increased by an intensive recruitment campaign soliciting the registration of all unemployed individuals--male and female, young and old, white and colored--but it seems certain that a considerable number of workers will have to be imported.

At the present time there are less than 250 dwelling units suitable for rental in Denver, according to a report prepared by the Denver University's School of Commerce.

## Pocatello, Idaho

A survey of housing facilities in Pocatello conducted by the Postmaster at Pocatello in early June, revealed that there were only 60 units available. Employers in the Pocatello area expected to have 500-600 additional workers during the period June 1942 to June 1943. This figure does not include anticipated hirings at the Pocatello Naval Gun Relining Plant which is expected to begin operations in late 1943 with a staff of 250-300 workers.

## Coeur D'Alene - Pend Oreille, Idaho

No official housing survey has been made of either Coeur D'Alene or Bayview, Idaho, the site of the new Farragut Naval Training Station, but it is estimated that there are not more than 50 vacant and habitable houses in both places. Construction of the station is expected to be completed in November, 1942. Civilian employees at the station are expected to number 800. A housing shortage is indicated.

## Utah - Critical Labor and Housing Shortages Currently Preventing or Hindering Increased Production

The following report has just been received from Director Mayer of the Utah United States Employment Service:

"It is our opinion that there are several areas in the State of Utah in which critical shortages in skilled labor exist; namely, the area around Ogden and the area around Tooele in the Salt Lake area. It is granted that these shortages are temporary and that they are artificial, but nevertheless, they are very real shortages and they are causing various war construction projects to fall behind schedule.

"Specifically, because of the labor shortage in Ogden, the Utah General Supply Depot has had to go on a two shift basis. According to the Commanding Officers of the three Army Depots in the Ogden area they need immediately 3000 unskilled workers to adequately staff these depots. The local office in the Ogden area has orders for approximately 1750 unskilled workers from these depots. It is impossible to interest anyone, skilled or unskilled, in accepting work in Ogden because of the lack of housing facilities. Workers who do accept work in Ogden stay for a few days and then leave for some other area where housing is available. According to the Commanding Officers of these projects, they have a turnover of better than 700 workers per week. Because the United States Employment Service and the United States Civil Service Commission are unable to provide the necessary labor in all skills, unskilled labor included, the operation of these depots is being seriously hampered.

"The town of Tooele only had a total population of 5000 in 1940. Last spring there were not more than 20 housing units available for rent. Tooele is 35 miles from Salt Lake City. It is served by one highway. The common carrier service is very inadequate. Early this summer the army undertook to construct two large depots in the desert near Tooele - the Tooele Ordnance Depot and the St. Johns' Chemical Warfare Depot. The Tooele Ordnance Depot alone will require better than 5000 men for construction and over 6000 men will be needed for operations. This is approximately 1000 more men than there were males in all of Tooele County in 1940.

"It is not strange that there is a shortage of unskilled labor in the Tooele Area because: (1) There are absolutely no housing facilities available; (2) There are no transportation facilities nearly adequate, so that the workers can commute from Salt Lake City; (3) The transportation rates between Salt Lake City and Tooele are prohibitive; (4) There is no water of any kind available; (5) These two depots are being built in a desert where temperatures frequently reach 110 degrees Fahrenheit in the summer months and 20 degrees below zero in the winter; (6) Both depots are being constructed in one of the worst dust bowls in Utah.

"There is a critical need for 300 unskilled workers at the Tooele Ordnance Depot at the present time, and construction has not begun to approach peak.

"According to the District Engineers of the U. S. Army, the construction of this depot has fallen behind schedule. The labor unions admit that they cannot meet the problem and the United States Employment Service is attempting to meet it by arranging pool typed interviews through clearance channels.

"We are in agreement with your statement that filling out a form is only a part of the job of the Employment Service Representative responsible for making ES-270 visits. The representative who contacted the contractors for the Tooele Ordnance Depot received orders for 600 carpenters and 400 common laborers. Through the report which he submitted a meeting was called between the United States Employment Service, the local Labor Unions, the contractors, and the U. S. Army Engineers. Pool typed interviews were arranged throughout Eastern and Southern Utah and a request has been submitted to the Regional Office to arrange for a pool typed interview to recruit men for this project throughout the middle western states."

Regional Director Harper of Defense Health and Welfare Services informed the Committee of pertinent points developed at the recent meeting held in Salt Lake City to consider housing problems in the Region. He concluded by stating that if we viewed all of this in the most optimistic light, it would nowhere near solve the acute housing problem in the Salt Lake City area in Utah. In response to a question from Mr. Harper, Mr. Edwards advised that he was in Utah about July 16. During the course of his visit there he was given to understand that the barracks to house 1250 males and 1250 females, currently under construction at Hill Field, would be completed in about 90 days.

The above report results from a motion unanimously passed by the Committee directing the Chairman to prepare a full statement of the problems found to exist in connection with the effort to maintain and increase the supply of strategic base metals.

## Meeting of Colorado Manufacturers' Association, August 4, 1942

The Chairman asked Mr. Lacy for a report of the August 4 meeting of the Manufacturers' Association, to which three members of this Committee were invited to speak. Mr. Lacy reported that Mr. Voigt, Mr. Gross and himself had addressed the August 4 meeting of the Manufacturers' Association, at their request.

The speakers covered the organization, objectives and development of the Labor Supply Committee, national, State and local. They also reviewed the development of the War Manpower Commission, its program and operations, and specifically the nine directives in the field of labor supply which have recently been issued by the War Manpower Commission. They gave to the meeting as near as possible, a picture of the problems of labor supply for the future.

Mr. Lacy reported, that in his judgment, the presentation at this meeting had stimulated an interest on the part of the Manufacturers' Association that had not been heretofore in evidence. Resultant from it had been a request from the members of the association that an analysis of the intent, purpose and operations of the War Manpower Commission's issued directives be made available to the members of the Manufacturers' Association. He indicated his belief that the discussions of this meeting would cause manufacturers generally to cooperate more fully with the program and objectives of the labor supply committee.

## Meeting of Work Projects Administration Administrators

The Chairman asked Mr. Johnson to report on his recent meeting with the State WPA Administrators for eleven western States, in Salt Lake City, Utah, August 7, 1942. Mr. Johnson's attendance at this meeting was at the request of the War Manpower Commission.

Mr. Johnson reported that the WPA Administrators were made fully aware of the labor supply problems in this Region, with special emphasis on the necessity of meeting coal and metal mining labor needs. He reported that the conference meeting also discussed the possibility of securing needed experienced miners for new developments on the West Coast for the production of mercury.

He stated that one of the State WPA Administrators in attendance at the meeting, reported that metal mine operators in his State were currently considering the possibility of using labor that might be imported from the

Republic of Mexico, in meeting metal mining worker needs. He said that the requirements for housing and regularity of work necessary to the importation of Mexican labor could be more easily met by mining companies in many instances, than it could by agricultural labor employers.

He reported that the WPA Administrators indicated that they had gone about as far as possible in reducing the number of workers on WPA projects in their respective States. Typical of the present situation was the report that at the present time Colorado has 2,748 workers on roles, Wyoming has 424 and Utah, as of July 21, has 1812 workers on roles. It was indicated that a majority of the workers currently on WPA projects was predominantly women, and the average age of the workers was about 50 years.

## Shortage of School Teachers

The Committee's attention was directed to the fact that there appears to be an acute shortage of school teachers developing in the States of this Region. It was reported that one of the States of this Region has approximately 800 school teachers positions unfilled at the present time.

The Committee's attention was directed to the fact that in all of the States in this Region there were a considerable number of former school teachers who had been retired because of age or who had gone out of service because of marital status, as well as a number of qualified teachers not possessing academic degrees sufficient to meet minimum schedules. It was the consensus of the Committee that these facts should be called to the attention of the appropriate hiring authorities for school teachers and they be urged to try and meet the situation by relaxing rigid requirements established in the past. It was felt this could be done without breaking down desirable standards. It was further brought to the attention of the Committee that the salary rates and housing conditions available to school teachers in many localities were retarding the effort to secure competent school teachers to fill needs.

## Use of Occupational Questionnaires

The Committee considered ways and means of acquainting employers connected with services and production for war needs, on the availability of the information contained in the Selective Service Occupational Questionnaires. It was pointed out that through these occupational questionnaires, the Employment Service would eventually have a very good registration of all male workers between the ages of 18 and 65. Currently these questionnaires are being processed in the local offices of the United States Employment Service and the information contained thereon, especially relating to workers presently not employed in war activities, could be made available to employers in war activities for recruiting needed workers, skilled, semi-skilled and unskilled.

The Committee considered the program that is being fostered in some States of the Region to register all older, physically handicapped and females, in order to establish labor pools for the future. It was the consensus of the Committee that the spirit and intent of these Committees to be helpful in the matter of meeting labor supply problems was commendable and should be encouraged, but they should be advised of the current available information from the occupational questionnaires which need not be duplicated by mass registrations which would only serve to tax the already strained capacity of the United States Employment Service. The Committee also urged that these committees not foster programs for registration of female workers until such workers were needed in the labor market.

Currently such registrations of female, older, and handicapped workers is being accomplished wherever labor market area conditions necessitate such registrations.

## Farm Labor Problems

The farm labor problems of the Region were reviewed by the Committee. The committee was advised that in the main the present labor needs of agriculture were fairly well met. Continual shift of workers from agriculture to other types of labor presented a continuing problem of keeping abreast of farm labor needs. Programs and plans for transporting agricultural workers from one section of the country to another as needs diminish in one section and increase in another, are currently being developed and made operative.

Typical of this situation was the recent report of an acute farm labor situation incident to the peach harvest in Western Colorado, where it was estimated by local growers that 10,000 workers would be needed and suggestions for the importation of Japanese labor were made.

A report from Director Leroy A. West of the Colorado Division, United States Employment Service, indicated that in a meeting held on this subject matter in Grand Junction, Colorado, attended by a large majority of the growers, ways and means were found of meeting the problem locally. The principal difficulty encountered was the matter of housing facilities. Arrangements had been made with the Army for the use of three former CCC camps which it is believed would relieve the housing shortage.

The Chairman reported that Mr. Walter Walker, Editor of the Daily Sentinel Grand Junction, had taken a leading part in the local attempts to supply adequate labor for the peach harvest. Mr. Walker had recently reported to the Chairman that he believed the meeting in Grand Junction had provided a solution to the problem and they were very happy with the results of the meeting.

Meeting adjourned at 12:45 p.m.

John E. Gross
Acting Chairman
Regional Labor Supply Committee

LABOR SUPPLY COMMITTEE - MINUTES (1941) REGION XII

# LABOR SUPPLY COMMITTEE, REGION XII
# AT SAN FRANCISCO - SEPTEMBER 20, 1941
## FOURTH MEETING

The meeting was called to order at 9:45 A.M. by the Chairman, Mr. James G. Bryant. Those present were:

### MEMBERS

Mr. James G. Bryant, Labor Supply Officer, San Francisco
Mr. H. D. Huxley, Assistant Labor Supply Officer, San Francisco
Mr. William K. Hopkins, Training Within Industry, Los Angeles
General H. G. Winsor, Training Within Industry, Seattle
Mr. Alexander Heron, Training Within Industry, San Francisco
Mr. Philip S. Hasty, Defense Training (Office of Education), San Francisco
Mr. W. G. Frischknecht, Defense Training (National Youth Administration), San Francisco
Mr. Harry T. Kranz, Civil Service Commission, San Francisco
Mr. James P. Cooley, Civil Service Commission, Seattle
Mr. Lee R. Smith, Labor, San Francisco
Mr. William James Logue, Apprenticeship, San Francisco
Mr. John O'Conor, Work Projects Administration, San Francisco
Commander G. H. Laird, 12th Naval District, San Francisco
Lieutenant Commander Homer H. Shirrell, 12th Naval District, San Francisco
Lieutenant Colonel Clarence C. Harshman, Selective Service, San Francisco
Mr. Clarence R. Johnson, Negro Employment and Training, San Francisco

### VISITORS

Mr. William K. Shaughnessy, Regional Economic Analyst, Bureau of Employment Security, San Francisco
Mr. Aylwin Probert, Training Within Industry, San Francisco
Mr. Geo. W. Davis, Special Representative of the Bureau of Employment Security, San Francisco
Mr. Charles F. B. Roeth, representing Assistant Director, California Department of Employment, Sacramento
Mr. Edwin Bates, Informational Service, Social Security Board, San Francisco

Four new members were introduced: Commander Laird, Lieutenant Commander Shirrell, Lieutenant Colonel Harshman and Mr. Johnson.

## Bureau of Labor Statistics Schedules

The schedules of labor shortages compiled by the Bureau of Labor Statistics as a result of a recent survey of individual manufacturing plants were presented. The Committee was reminded that copies of these schedules for plants in this Region have been forwarded to members as received and that steps have been taken to secure information where the requirement for action is indicated.

The Special Employer Report, a copy of which was furnished each member, was explained and letters from Mr. Flemming and Mr. Carpenter outlining the purposes of the schedules were read. It was agreed that the schedules might appropriately receive the attention of the district committees, if they were established.

It was the general feeling that any action to be taken by either the Regional Committee or district committees would be participated in particularly by the Training Within Industry representative,. the Labor and Management representatives, the Labor Supply Officer and the local office of the Employment Service in the affected area.

Mr. Heron brought out the fact that in meeting this problem it would be helpful if information from the 270 Reports could be made available to the interested agencies immediately, rather than at the time of the final tabulation of the report.

## Skilled Labor Procurement

The attached communication from the Consolidated Aircraft Corporation, dated September 9, 1941, was presented to the Committee with the further information that the Company had recently advised the Labor Supply Officer that there was an overage in all classifications requested in their clearance order, except those of tool- and diemakers and tool designers. In the former case a total of 64 persons had reported on the order for 100, and in the latter instance a total of 17 persons had been hired out of a total request for 100. The Company expressed its satisfaction with the excellent results of the clearance and stated that it was probable that in the near future all orders will be canceled except those for tool- and diemakers and tool designers. Furthermore, the Company stated that its upgrading program was proving so successful that there was some doubt that large numbers of machine operators would be requisitioned in the future.

The Committee was also informed that the Lockheed Company had total orders for approximately 3100 persons, largely in the riveter and learner classifications, and that the Company had decided not to attempt to secure tool- and diemakers and other highly skilled labor that might be available in the Cleveland-Detroit areas because it was unable to meet the rates of pay established in those areas. As an example, the maximum rate that can be paid tool- and diemakers is at present $1.47 which is not sufficient to induce labor in that classification to come west.

The Committee agreed that this was a problem of the Lockheed Company and did not involve labor supply.

## Release of Workers Because of Material Shortages

Labor Supply Branch Circular No. 6 entitled "Organization and Procedure for Reemployment of Displaced Workers", and previously issued to all members, and Mr. Flemming's letter to the Labor Supply Officer of September 6 were discussed. It was recalled that the Training Within Industry representatives and the California Department of Employment had previously been informed of five small California companies that it was expected would be affected by material priorities to the point where it might be necessary to release labor.

Despite the fact that under the procedure described by the Bureau of Employment Security it was not necessary to issue a report in connection with these companies, such reports were prepared and forwarded to the Bureau. In no instance was the question of labor displacement serious, and in at least two cases the Training Within Industry representatives had been called upon by the companies to inaugurate an upgrading program in order that expansion of labor requirements due to the procurement of defense contracts might be met.

The requirement that the Management and Labor representatives be informed of displacement problems was also discussed, and agreed upon, and the request was again made that all Committee members promptly communicate information coming to their attention in which a displacement of workers might result from material shortages.

## Meeting on Wage Stabilization in Construction Industry

The Labor Supply Officer reported the September 15 meeting of Army and Navy representatives interested in construction projects prosecuted by Government agencies, with particular reference to five large cantonments to be constructed in the West Coast area and other proposed construction made possible under a new bill just passed. The Committee was informed of that group's discussion of the problems of spiralling wages and wage differentials, as well as agreements between contractors and unions which so far have not been particularly well enforced. The letter prepared at that meeting for transmittal to Mr. Hillman was read. The group is to meet again on September 25 at which time existing wages and working conditions will be discussed with a view to reaching a temporary understanding.

## Establishment of Sub-committees

The question of the establishment of sub-committees was brought up as one of the questions of unfinished business, and in opening the discussion the Labor Supply Officer outlined the policy of the Labor Supply Branch providing that representatives on the Regional Labor Supply Committee would select representatives of the respective agencies to serve on established subcommittees and that the Acting Chairman would designate the Acting Chairmen of the sub-committees.

There was a discussion as to the boundaries of the districts to be covered by the sub-committees; and it was agreed that the title "district committee" would be more appropriate than "sub-committee".

A motion was made by Mr. Kranz and supported by General Winsor and Mr. Heron that district committees of the Regional Labor Supply Committee be created: one for the Pacific Northwest comprising the states of Washington and Oregon, one for Northern California and one for Southern California; and that representation on such district committees shall be in accordance with the policies of the Labor Supply Branch.

At this point information was received that Mr. Hopkins, the Training Within Industry representative in Southern California, had been unavoidably delayed and would arrive for the afternoon session. It was agreed that, in view of the interest of the Southern California representatives in the proposal, it would be advisable to postpone further discussion and a vote on the motion until the afternoon session.

## Labor Inventory

The Bureau proposal for labor inventories was presented to the Committee and no objection was expressed.

The meeting adjourned at 12:30 to reconvene at 1:30.

## Occupational Analysis Section Assistance on Labor Supply Problems

The assistance that could be rendered by the Occupational Analysis Unit in labor supply problems, as set forth in L.S.O. (Inf.) dated August 13, was called to the attention of the Committee and it was agreed that additional copies of the bulletin should be requested in order that all members might have the communication before them for review as occasions arise.

Establishment of Sub-committees (continued)

During the foregoing discussion Mr. Hopkins arrived. The morning discussion on the subject of district committees was briefly reviewed for him, and he requested that his name be added to those of General Winsor and Mr. Heron as supporting the motion to establish district committees. There was further discussion of the boundary lines and Commander Laird outlined the districts as established by the Navy Department. It was agreed that, in the main, the Navy districts would be followed insofar as Region XII is concerned and that the boundary lines of the district committees would be as follows:

Pacific Northwest District Committee - Oregon and Washington;

Northern California District Committee - That section of California bounded by the northern boundaries of Santa Barbara and San Bernardino Counties and the northern and western boundaries of Kern County, and including the State of Nevada with the exception of Clark County.

Southern California District Committee - That section of California lying south of the lines above indicated, including Clark County, Nevada.

The Labor Supply Officer also brought out the fact that the Labor Supply Officer for Region XI would act as Field Representative of the Bureau of Employment Security for Regions XI and XIIon labor supply problems,thereby attaining a degree of uniformity between the Labor Supply districts and those of other agencies such as Training Within Industry and the Navy.

It was agreed that each constituent agency would submit its nomination for representatives on the district committees; and the Labor Supply Officer designated Mr. James Carroll, Mr. William K. Shaughnessy and Mr. H. D. Huxley of the Bureau of Employment Security as Acting Chairmen of the district committees in the Pacific Northwest, Northern California and Southern California respectively; which arrangement was accepted without dissent.

Mr. Hopkins raised a question as to the labor representation on the Southern California district committee. The Labor Supply Officer stated that the designated labor representative of the Regional Committee had been carefully selected by the Labor Supply Branch after his acceptance by both major labor groups had been ascertained, and that the labor representative under the established policy might serve on the three district committees as well as on the Regional Committee; or, in any case, he had been endowed with the responsibility of designating one representative to function for labor on each district committee. Under this policy the labor representative might find it necessary to call upon representatives of the major labor organizations for advice and counsel on problems particularly affecting those groups. It was the opinion of Mr. Hopkins that both the AFL and CIO were entitled to representation on the Southern California committee, and that unless they were each so represented the effectiveness of the district committee would be impaired if not destroyed.

Mr. Hopkins stated that under the circumstances he could not agree with the enunciated policy of the Labor Supply Branch; and when the motion before the Committee to establish district committees was put, he cast a dissenting vote with all other members voting in favor of the motion.

Mr. Hopkins emphasized that his dissenting vote was predicated only on his objection to the exclusion of dual representation of the AFL and CIO on the district committees, and was in no way based on any other phase of the resolution as proposed.

Mr. Hopkins then proposed a motion, supported by General Winsor, that in view of the fact that both the CIO and AFL are represented on the Training Within Industry Committee, it may be inadvisable that any one person be selected to represent both organizations on the district committees, and the district committees should have the determining voice in the type of labor representation required.

In the discussion on this motion it was recognized that labor representation on the Regional Committee should continue as at present. The motion was put to a vote and carried unanimously.

It was agreed that synopses of the activities of the district committees, which would probably meet at least once a week, would be made available to the entire Regional Labor Supply Committee in advance of its monthly meeting.

## San Francisco Training Program

Mr. Kranz reported that the San Francisco preemployment training program had shown no improvement and that the School Board, in a recent statement to the press, had stated that because of the conflict of various interests, the difficulty of securing equipment and the shortage of trainees which it alleged, it was probable that the program would be unable to meet its responsibilities.

Exception was taken to the quoted statement of the School Board that there was an insufficient number of trainees; and it was agreed that in view of the fact that the State Council of Administrators expected a report on the problem in the near future, action on the part of the Labor Supply Committee should be withheld until that time.

Mr. Hasty, representing the Office of Education, stated that he had taken all possible action in attempting to solve the problem, and agreed that the entire Committee could be helpful in meeting with the School Board if a satisfactory solution was not presented to the State Council of Administrators.

Selectees Over Twenty-eight Discharged from the Armed Services.

It was reported that the Oregon and Washington agencies had evolved a plan for contacting selectees as they were released from camp to determine their skills in order that employment might be offered them before they returned to their homes. It was also brought out that the California agency was taking steps to inaugurate a similar program; and Lieutenant Colonel Harshman and General Winsor expressed their willingness to assist the agencies in effectuating the aim involved.

The meeting adjourned at 3:45 P. M.

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Miss Anderson

# LABOR SUPPLY COMMITTEE, REGION XII
# AT SAN FRANCISCO - OCTOBER 8, 1941
## FIFTH MEETING

## MEMBERS PRESENT

Mr. James G. Bryant, Labor Supply Officer, San Francisco
Mr. H. D. Huxley, Assistant Labor Supply Officer, San Francisco
General H. G. Winsor, Training Within Industry, Seattle
Mr. Philip S. Hasty, Defense Training (Office of Education) San Francisco
Mr. Harry T. Kranz, Civil Service Commission, San Francisco
Mr. Lee R. Smith, Labor Division, Office of Production Management, San Francisco
Mr. Robert J. Stevens, Work Projects Administration, Salt Lake City
Mr. John O'Conor, Work Projects Administration, San Francisco
Commander G. H. Laird, 12th Naval District, San Francisco
Lieutenant Colonel Clarence C. Harshman, Selective Service, San Francisco
Mr. Clarence R. Johnson, Negro Employment and Training, San Francisco

## VISITORS

Mr. Sidney Hillman, Associate Director, Office of Production Management, Washington, D. C.
Mr. E. J. Lever, CIO Consultant, Office of Production Management, Washington, D. C.
Mr. R. N. Marginot, A.F. of L. Consultant, Office of Production Management, Washington, D. C.
Mr. William K. Shaughnessy, Regional Economic Analyst, Bureau of Employment Security, San Francisco
Mr. Charles F. B. Roeth, California Department of Employment, Sacramento
Mr. T. Morris Dunne, Chairman, Oregon Unemployment Compensation Commission, Salem, Oregon
Mr. James Carroll, Bureau of Employment Security, Portland
Mr. J. W. Hazlewood, Civil Service Commission, San Francisco
Mr. John Gross, Area Representative, Bureau of Employment Security, Denver
Lieutenant J. F. Jelley, (USN) Officer in Charge of Construction, Naval Air Station, Alameda, California
Lieutenant J. S. Faigle (USN), Public Works Department, 12th Naval District, San Francisco
Lieutenant John C. Harrison, Assistant Labor Relations Officer, San Francisco
Mr. R. J. O'Rourke, representing Mr. W. G. Frischknecht, Defense Training (National Youth Administration), San Francisco
Mr. Boynton Kaiser, Defense Training (National Youth Administration) San Francisco

The meeting was called to order at 9:40 A.M. by the Acting Chairman, Mr. James G. Bryant, who introduced Mr. Sidney Hillman, Associate Director of the Office of Production Management. Mr. Hillman expressed his desire to hear a report of the activities and attendant problems of the Labor Supply Committee.

Mr. Shaughnessy, Regional Economic Analyst, presented the current labor market report and submitted tabulations in connection with the employment activities in the Region (see exhibit A attached).

## CONTINUING PROBLEMS

### Skilled Labor in Aircraft Industry

The Acting Chairman called on Mr. Huxley, Assistant Labor Supply Officer, to give a brief report on the skilled labor situation as it affects the aircraft industry.

Mr. Huxley reported that the program at Consolidated Aircraft Corporation is well under control except for the shortage of a few tool- and diemakers and tool designers. Their skilled labor problem does not present any serious difficulties. Women are being employed to some extent, and unskilled labor and trainees are rapidly being added to the payroll.

Comparatively few workers are being added to the payroll of the Douglas Company at this time; and on the basis of the most recent information there is doubt that a large number of new highly skilled workers will be added to the payroll in view of the subcontracting program of the company. The organization also has an extensive upgrading training program which is materially reducing the number of requests for additional skilled and semiskilled labor.

Lockheed Aircraft Corporation reports a shortage in highly skilled toolmakers and tool designers. The difference in wages between the amount paid by the aircraft companies and that paid the highly skilled workers in the industrial areas of Ohio and Michigan makes it practically impossible to secure the necessary skills for the aircraft companies. The problem may be met through an increase in the wages paid by the aircraft industry or subcontracting as much tooling as possible. Mr. Hillman emphasized the necessity of subcontracting wherever possible to hold to a minimum the migration of workers and the dislocation of local labor markets. In this connection it was brought to the attention of the Committee that the Schlage Lock Company of San Francisco was experiencing difficulty in getting defense contracts to prevent displacement of workers. The Labor Supply Officer negotiated with the Lockheed Company, and they in turn contacted the Schlage Lock Company as to use of the facilities of the latter plant on a subcontract basis. It is hoped that arrangements will be made whereby subcontracts will be placed with the Schlage Lock Company for sufficient work to allow them to retain their full labor force.

Mr. Huxley brought out the fact that a large proportion of the workers being added to the Southern California aircraft plants were being procured through the facilities of the employment service, although for a variety of reasons credit for placements was not always given.

The Acting Chairman called attention to Mr. Knudsen's letter of February 27 to all holders of defense contracts, a very strong and emphatic communication which had produced results.

The Assistant Labor Supply Officer described a proposed arrangement for a central hiring agency for all the aircraft companies in Southern California, which has been under discussion for some time and has recently been revived. As contemplated, the contracting companies would voluntarily agree to obtain all their workers from the central hiring agency which would be operated by the California Department of Employment, and each company would be represented by an interviewer on its payroll who would be empowered to employ persons immediately after they were referred by the employment service. Several of the major companies are interested in the proposal and it is being given further consideration.

* * * * * * * * * * *

Mr. Hillman called on the Committee for an analysis of current requirements and recommendations as to the most effective way to handle the local labor supply problem. He deplored the importing of workers because of wage scale differences, and stated that such problems should always be brought immediately to the attention of the Labor Supply Branch in Washington.

Mr. Hillman pointed out that all agencies must consider themselves, not as fragments, but as definite and integral parts of the Defense Program; and that every effort must be exerted to see that sufficient numbers are being trained and that labor supply is sufficiently coordinated to make it available for our needs.

He stressed the importance of prompt reports to Washington of materials shortages, even those cases which would result in shutdowns of only four or five days. He cited a recent case of a serious steel shortage which was not reported to the Office of Production Management.

Mr. Hillman emphasized the importance of utilizing all facilities in an all-out effort to speed up production, and stated that every subcontracting opportunity should be developed and utilized with the necessity for such arrangements urgently and forcefully brought to the attention of the contractors. Work should be brought to the places where skills and facilities are available, thereby avoiding in-migration with its attendant evils of disrupted communities and disturbed morale.

Mr. Hillman said that arrangements were under way to allocate materials to defense plants in order to maintain all channels of production, as a break in even a minor link causes a strategic rupture in the chain as a whole.

Mr. Hillman called attention to the importance of the labor relations angle and urged closer cooperation with labor groups.

He pointed out England's discovery through experience that all small facilities must be kept at work; this involves some difficulties and requires more supervision but is necessary in order to utilize all sources of production. He stated that a plant is not entitled to fulfilment of a request for additional labor if they are not using all available subcontracting opportunities. Mr. Hillman also said that an essential problem now is ingenuity in dividing and distributing contracts to maintain a steady and rapid flow of defense products.

He described the current experiments of General Motors with a four-shift rotation of labor, with overtime bonus distributed to all workers. The plan is apparently successful, solving the problem of the difference in shift pay and providing 100% utilization of machinery facilities.

Mr. Hillman said that evidently considerable manpower is being wasted; that a defense plant testing a man and finding him only 60% efficient should not discard the worker but should utilize that 60% efficiency.

In closing his remarks, Mr. Hillman pointed out that the sectional comcommittees had been organized to take action on individual local problems; that the necessary backing is always available from Washington but initial action must be started and followed through locally, with everything being done to eliminate obstacles and speed up the defense program.

At this point Mr. Hillman left the meeting to fill another engagement.

The Acting Chairman introduced Mr. Lever, CIO Consultant, and Mr. Marginot, A.F. of L. Consultant, both on the staff of Mr. Oliver in the Labor Division of the Office of Production Management. Mr. Lever and Mr. Marginot participated in the wage stabilization discussion.

## Wage Stabilization - Construction Industry

The Acting Chairman recalled the two recent meetings of representatives of the Army and Navy connected with construction activities in this area, and called upon Lieutenant Jelley of the Navy Department to present to the Committee the difficulties encountered because of wage variations.

It was suggested that the Board of Review **established in Washington, consisting of representatives of OPM, A.F. of L. building trades, and federal agencies engaged in defense construction, might be represented in this area to decide** cases involving different wage levels for the same class of work. The Labor Supply Officer assigned Mr. Smith, representing Labor; Mr. Heron, representing Training Within Industry; and Commander Laird of the Navy to investigate this problem and make a report at the next Committee meeting as to what action should be taken. It was recommended that those gentlemen work in close cooperation with representatives of the Army and Navy who are interested in the construction program.

## District Committees (Industrial Area Committees)

Each member of the Committee was supplied with a copy of the tentative policy of the Labor Supply Branch for the establishment of Industrial Area Committees (referred to in previous meetings as subcommittees and district committees). The subject was discussed, with no objection expressed by any member of the Committee.

A motion was presented by General Winsor and supported by Mr. Smith that two Industrial Area Committees be established in the Pacific Northwest rather than one as discussed in previous meetings: one for Oregon and one for Washington. The motion was put to vote and carried unanimously. The Labor Supply Officer stated that one Executive Officer would be appointed to serve on both the Northwest committees.

## San Francisco Training Program

The Labor Supply Officer called on Mr. Roeth, representing the California Department of Employment on the Council of State Administrators, for a report on the San Francisco training program. Mr. Roeth stated that the Board of Education had instructed the Superintendent of Schools to proceed with the establishment of training classes in accordance with the recommendations of the Regional Council. He mentioned that the availability of trainees depends largely upon the time classes are conducted; and that if classes are held in the evening there should be no difficulty in obtaining trainees, thereby providing an opportunity for the transfer of non-defense workers to defense occupations.

## Seattle Training Program

General Winsor reported on the Seattle training situation, mentioning that the problem of instructors' wages, which was discussed at the August 26 meeting of the Committee, has been solved by an agreement of the School Board for a scaled wage increase within sixty days. The introduction of OPM training in plants is being coordinated with supplementary and refresher training; about the middle of October it is expected that there will be about 70 supplementary and refresher training classes and 30 preemployment training classes. Plans are being developed to use schools for preemployment training, and industrial centers for supplementary training, with the normal vocational school work separated from defense training.

## Selective Service

Lieutenant Colonel Harshman reported contacting General Lane in connection with the plan for determining the skills of selectees released from camp in order that defense employment might be offered them. The California Department of Employment has sent out a bulletin to all commanding officers concerning the work opportunities available. The Labor Supply Officer suggested that the California Department of Employment submit to the Regional Office a copy of the bulletin; and stated that information as to the results of the contact with various camp commanders would be presented at the next Committee meeting.

The meeting adjourned at 12:15 P.M.

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EXHIBIT A

## LABOR MARKET REPORT

Mr. Shaughnessy presented a report on current labor market developments on the West Coast, calling attention to two major factors: (1) the great expansion of defense activities on the West Coast; (2) the low ratio of factory workers to agricultural workers, with the result that the local labor supply for the most part is not highly trained for a greatly expanded industrial employment.

He brought out the fact that the defense labor supply problems in this Region are confined mainly to five industries: shipbuilding, aircraft, construction, lumber and logging, and agricultural.

He stated that there were 126,000 persons employed in the 13 major aircraft plants in California in September, approximately 138,000 being employed in the entire industry. Approximately 13,000 workers have been added in the last 60 days and approximately 25,000 more will be hired by January 1, 1942. Lockheed, Douglas and Consolidated have been able to obtain sufficient labor to supply most of their needs; and last month Consolidated's order for 1,200 workers was successfully filled.

Mr. Shaughnessy said that in the California shipbuilding industry approximately 36,000 persons are now employed, exclusive of the Mare Island Navy Yard which employs 21,000. The industry expanded by approximately 11,000 in the last two months. Labor needs of the plants are being handled mostly through supplementary training, training within industry, and job breakdown approaches.

The personnel of the Oregon Shipbuilding Company has increased from 3,900 to 7,600 in the last two months. The Oregon State Employment Service supplied nearly all the workers for this employment, and the Oregon shipbuilding program now approaches Washington shipbuilding total employment.

In discussing the supply problem in Washington, Mr. Shaughnessy stated that the September employment in private yards was approximately 10,000, or about the same as Oregon, with an anticipated increase of about 10,000 workers in each state in the next six months. Boeing's increase from 12,200 in July to 20,283 in September was mentioned, with the information that approximately 60% of the placements were made by the Washington State Employment Service in cooperation with preemployment training classes.

Mr. Shaughnessy stated that in Washington and Oregon considerable emphasis is being placed on securing unskilled workers to fill current labor requirements; and that positions will have to be filled mainly through preemployment and supplementary training classes.

Labor Market Report (continued)

Mr. Shaughnessy mentioned the importance of the lumbering and logging market in the Pacific Northwest; that there was some skilled labor shortage and some difficulty in obtaining riggers, buckers, fallers, etc., but the industry in general is in good shape and there is no serious difficulty in supplying labor.

With respect to the construction industry, Mr. Shaughnessy mentioned the proposed construction of several large cantonments in the Region, each of which will require 6,000 to 8,000 workers.

In discussing the agricultural situation Mr. Shaughnessy stated that there had been a shortage of labor in Oregon and Washington which had been met by the concerted assistance of union members, women and students. In California it is estimated that about 128,000 will be employed about October 15 in gathering the major crops, principally cotton. By a slight wage increase and the use of local agricultural labor supply, it is expected that no major shortages will be encountered.

Mr. Shaughnessy brought out the fact that at least 50% of the defense industry placements in the last 60 days have been made by the State employment services in this Region. He said also that most of the major defense employers have established training within industry programs coupled with preemployment training.

(See tabulations attached)

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# C A L I F O R N I A

## ANTICIPATED HIRINGS FOR NEXT SIX MONTHS
## BY MAJOR AIRCRAFT COMPANIES
## AS REPORTED SEPTEMBER 15, 1941

|  |  |  | Anticipated Hirings |  |  |  |
|---|---|---|---|---|---|---|
|  | July Employment | September Employment | Total | Sept.-Oct. 1941 | Nov.-Dec. 1941 | Jan.-Feb. 1942 |
| STATE TOTAL | 113,415 | 126,459 | 31,577 | 13,070 | 10,605 | 7,902 |
| Los Angeles Area | 89,640 | 97,184 | 19,877 | 8,095 | 6,660 | 5,122 |
| Lockheed-Vega | 36,930 | 43,903 | 16,565 | 6,561 | 5,002 | 5,002 |
| Lockheed | 29,741 | 35,876 | 7,851 | 3,381 | 2,235 | 2,235 |
| Vega | 7,189 | 8,027 | 8,714 | 3,180 | 2,767 | 2,767 |
| Douglas | 31,980 | 32,018 | 2,927 | 1,389 | 1,538 | -- |
| Santa Monica | 24,577 | 23,018 | 2,927 | 1,389 | 1,538 | -- |
| El Segundo | 4,000 | 4,000 | -- | -- | -- | -- |
| Long Beach | 3,403 | 5,000 | -- | -- | -- | -- |
| North American | 11,200 | 11,663 | -- | -- | -- | -- |
| Vultee | 6,630 | 6,300 | -- | -- | -- | -- |
| Northrop | 2,500 | 2,900 | -- | -- | -- | -- |
| Hughes | 400 | 400 | 385 | 145 | 120 | 120 |
| San Diego Area | 23,775 | 29,275 | 11,700 | 4,975 | 3,945 | 2,780 |
| Consolidated | 20,200 | 25,000 | 11,195 | 4,625 | 3,790 | 2,780 |
| Ryan | 1,650 | 1,750 | 2 | 2 | -- | -- |
| Solar | 1,125 | 1,575 | 503 | 348 | 155 | -- |
| Rohr 1/ | 800 | 950 | -- | -- | -- | -- |

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1/ - Expects to hire 2,000 by February 1, 1942, but unable to state periods.

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# CALIFORNIA

## ANTICIPATED HIRINGS FOR NEXT SIX MONTHS

## BY MAJOR PRIVATE SHIPYARDS

## AS REPORTED SEPTEMBER 15, 1941

| | | | Anticipated Hirings | | | |
|---|---|---|---|---|---|---|
| | July Employment | September Employment | Total | Sept. & Oct. 1941 | Nov. & Dec. 1941 | Jan. & Feb. 1942 |
| STATE TOTAL | 25,291 | 36,284 | 21,050 | 7,047 | 7,446 | 6,557 |
| San Francisco Area Total | 16,691 | 22,984 | 10,450 | 4,240 | 3,226 | 2,984 |
| Bethlehem Steel | 4,900 | 7,000 | 4,980 | 1,980 | 1,655 | 1,345 |
| Todd-California | 3,940 | 6,240 | 250 | 250 | - | - |
| Moore Dry Dock 1/ | 3,700 | 4,200 | - | - | - | - |
| Western Pipe and Steel | 2,000 | 2,600 | 1,191 | 636 | 293 | 262 |
| General Engineering | 1,231 | 1,164 | - | - | - | - |
| Richmond Shipbuilding | 920 | 1,780 | 4,029 | 1,374 | 1,278 | 1,377 |
| Los Angeles Area Total | 8,600 | 13,300 | 10,600 | 2,807 | 4,220 | 3,573 |
| California Shipbuilding | 3,500 | 7,200 | 6,217 | 2,054 | 2,719 | 1,444 |
| Los Angeles Shipbuilding | 2,200 | 3,100 | 1,301 | 386 | 441 | 474 |
| Bethlehem Steel | 1,600 | 1,700 | 1,073 | 257 | 336 | 480 |
| Consolidated Shipbuilding | 1,300 | 1,300 | 2,009 | 110 | 724 | 1,175 |

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1/ - Ten Thousand workers needed by June 1942

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# OREGON

## SUMMARY OF DEFENSE EMPLOYER LABOR NEEDS BY OCCUPATION THROUGH FEBRUARY, 1942

AS REPORTED

SEPTEMBER 15, 1941

| | Anticipated Hirings | | | | |
|---|---|---|---|---|---|
| Occupation | Total | Current | Sept.-Oct. 1941 | Nov.-Dec. 1941 | Jan.-Feb. 1942 |
| TOTAL | 12,246 | 752 | 4,329 | 3,899 | 3,266 |
| Laborer, Process, Ship | 3,431 | 107 | 483 | 1,208 | 1,633 |
| Welder, Arc | 1,727 | 317 | 626 | 528 | 256 |
| Ship Fitter | 1,213 | 32 | 634 | 416 | 131 |
| Machinist II | 1,084 | 21 | 587 | 111 | 365 |
| Pipe Fitter | 792 | 15 | 247 | 367 | 163 |
| Carpenter, Ship | 659 | 30 | 255 | 252 | 122 |
| Electrician, Ship | 565 | 22 | 294 | 174 | 75 |
| Painter I | 339 | 11 | 176 | 106 | 46 |
| Crane Rigger | 295 | 8 | 112 | 125 | 50 |
| Boilermaker | 243 | 15 | 23 | 20 | 185 |
| Truck Driver, Heavy | 176 | 10 | 82 | 72 | 12 |
| Bolter-Up II | 156 | 20 | 91 | 30 | 15 |
| Laborer, Ship | 145 | 11 | 79 | 37 | 18 |
| Electric Crane Operator | 107 | 3 | 49 | 35 | 20 |
| Rivet Heater | 104 | 12 | 32 | 60 | ------ |
| Other | 1,210 | 118 | 559 | 358 | 175 |

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# OREGON

## ANTICIPATED HIRINGS FOR NEXT SIX MONTHS

## BY MAJOR PRIVATE SHIPYARDS AND AIRCRAFT PLANTS

## AS REPORTED SEPTEMBER 15, 1941

### Shipbuilding

| | July Employment | September Employment | Anticipated Hirings | | | |
|---|---|---|---|---|---|---|
| | | | Total | Sept. &Oct. 1941 | Nov. & Dec. 1941 | Jan. & Feb. 1942 |
| STATE TOTAL - Shipbuilding | 6,484 | 10,083 | 11,671 | 4,628 | 3,824 | 3,219 |
| Oregon Shipbuilding | 3,900 | 7,623 | 10,586 | 4,230 | 3,477 | 2,879 |
| Willamette Iron and Steel | 1,200 | 1,134 | 655 | 278 | 182 | 195 |
| Commercial Iron Works | 650 | 515 | 380 | 85 | 150 | 145 |
| Iron Fireman | 479 | 479 | - | - | - | - |
| Albina Engine | 200 | 244 | - | - | - | - |
| Kruse and Banks | 55 | 88 | 50 | 35 | 15 | - |

### Aircraft

| | | | | | | |
|---|---|---|---|---|---|---|
| Columbia Aircraft | 500 | 535 | 40 | 40 | - | - |

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# WASHINGTON

## SUMMARY OF DEFENSE EMPLOYER LABOR NEEDS BY OCCUPATION

THROUGH FEBRUARY 1942

AS REPORTED SEPTEMBER 15, 1941

| Occupation | Anticipated Hirings | | | | |
|---|---|---|---|---|---|
| | Total | Current | Sept.-Oct. 1941 | Nov.-Dec. 1941 | Jan.-Feb. 1942 |
| TOTAL ANTICIPATED HIRINGS | 10,236 | 1,455 | 1,883 | 2,395 | 4,503 |
| Welder, Arc | 1,047 | 245 | 272 | 266 | 264 |
| Laborer, Ship | 818 | 22 | 331 | 350 | 115 |
| Fitter, Ship | 731 | 190 | 208 | 333 | -- |
| Carpenter, Ship | 471 | 49 | 123 | 169 | 130 |
| Boilermaker | 348 | -- | 25 | 113 | 210 |
| Laborer, Process, Ship | 335 | 62 | 25 | 103 | 145 |
| Electrician, Ship | 264 | 2 | 6 | 113 | 143 |
| Draftsman, Marine | 254 | 250 | 1 | 3 | -- |
| Acetylene Burner Operator | 253 | 16 | 89 | 74 | 74 |
| Pipe Fitter | 237 | -- | 1 | 86 | 150 |
| Machinist, Marine | 220 | 7 | 5 | 102 | 106 |
| Pipe Fitter Helper | 212 | -- | -- | 74 | 138 |
| Machinist II | 174 | 155 | 7 | 12 | -- |
| Sheet Metal Worker, Helper | 172 | 13 | 22 | 62 | 75 |
| Sheet Metal Worker II | 168 | 12 | 23 | 61 | 72 |
| Boilermaker, Helper | 150 | -- | -- | 50 | 100 |
| Painter, Boat | 144 | -- | 7 | 47 | 90 |
| Joiner, VI | 120 | -- | 18 | 49 | 53 |
| Blacksmith II | 103 | 11 | 28 | 31 | 33 |
| Other Occupations | 4,015 | 421 | 692 | 297 | 2,605 |

CONFIDENTIAL

# WASHINGTON

## ANTICIPATED HIRINGS FOR NEXT SIX MONTHS BY MAJOR PRIVATE SHIPYARDS AND AIRCRAFT PLANTS AS REPORTED SEPTEMBER 15, 1941 1/

### Shipbuilding

| | July Employment | September Employment | Anticipated Hirings: Total | Sept. & Oct. 1941 | Nov. & Dec. 1941 | Jan. & Feb. 1942 |
|---|---|---|---|---|---|---|
| STATE TOTAL | 7,505 | 10,400 | 8,195 | 2,031 | 2,119 | 4,045 |
| Todd-Seattle Dry Dock | 2,433 | 2,819 | - | - | - | - |
| Seattle-Tacoma (Tacoma) | 2,298 | 2,977 | 3,677 | 1,069 | 1,383 | 1,225 |
| Seattle-Tacoma (Seattle) | 1,349 | 2,276 | 2,724 | 724 | - | 2,000 |
| Lake Washington 2/ | 781 | 967 | 151 | 151 | - | - |
| Associated Shipbuilders | 369 | 984 | 260 | 58 | 202 | - |
| Winslow Marine | 275 | 377 | 1,383 | 29 | 534 | 820 |

### Aircraft

| | July Employment | September Employment | Anticipated Hirings: Total | Sept. & Oct. 1941 | Nov. & Dec. 1941 | Jan. & Feb. 1942 |
|---|---|---|---|---|---|---|
| Boeing (Seattle) 3/ | 12,200 | 20,283 | 269 | 166 | 34 | 69 |

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1/ Does not include Bremerton Navy Yard which expected to hire 4,500 between July and December, 1941.

2/ Will hire 4,000 during next 6 months but unable to estimate period of hiring.

3/ Boeing Renton plant will hire 11,000 at some time during next year.

# AGENDA
## LABOR SUPPLY COMMITTEE, REGION XII
## SAN FRANCISCO - OCTOBER 29, 1941
## SIXTH MEETING

WOMEN'S BUREAU
NOV 6 1941
DEPARTMENT OF LABOR

I. PENDING PROBLEMS

A. Industrial Area Committees

1. Northern California and Nevada
2. Southern California and Clark County, Nevada
3. Oregon
4. Washington

B. Displacement of labor

C. Wage Stabilization in Construction Industry

II. NEW PROBLEMS

A. Welders' strike

B. Special Defense Referral Offices

C. Migration of labor into defense areas

DLB

# SIXTH MEETING
# LABOR SUPPLY COMMITTEE, REGION XII
# SAN FRANCISCO - OCTOBER 29, 1941

## MEMBERS PRESENT

Mr. James G. Bryant, Labor Supply Officer, San Francisco
Mr. H. D. Huxley, Assistant Labor Supply Officer, San Francisco
Mr. W. G. Frischknecht, Defense Training (National Youth Administration) San Francisco
Mr. Harry T. Kranz, Civil Service Commission, San Francisco
Mr. William James Logue, Apprenticeship, San Francisco
Mr. John O'Conor, Work Projects Administration, San Francisco
Commander G. H. Laird, 12th Naval District, San Francisco
Lieutenant Commander Homer H. Shirrell, 12th Naval District, San Francisco
Lieutenant Colonel Clarence C. Harshman, Selective Service, San Francisco
Mr. Lee R. Smith, Labor Division, Office of Production Management, San Francisco
Mr. Alexander Heron, Training Within Industry, San Francisco

## VISITORS

Mr. George B. Roberts, Labor Relations Assistant, Office of Production Management, Los Angeles
Mr. Leighton H. Steele, representing General H. G. Winsor, Training Within Industry, Seattle
Mr. Richard M. Neustadt, Regional Director, Social Security Board, San Francisco
Mr. William K. Shaughnessy, Regional Economic Analyst, Bureau of Employment Security, San Francisco
Mr. J. Vernon Burke, California Apprenticeship Council, San Francisco
Mr. C. H. Fishburn, representing Mr. William K. Hopkins, Training Within Industry, Los Angeles
Lieutenant R. F. McMahon (USNR), 12th Naval District, San Francisco
Mr. Jack Montgomery, Regional Director, United Automobile Workers, Los Angeles
Mr. Robert Minerich, Chairman, Defense Emp. Comm., United Automobile Workers, Los Angeles
Mr. Louis Goldblatt, Secretary-Treasurer, California State Industrial Council, Los Angeles
Mr. E. S. Halloran, Assistant Manager, Division of Contract Distribution, Office of Production Management, San Francisco.
Mr. Aylwin Probert, Training Within Industry, San Francisco
Mr. A. T. Wynn, Secretary, Bay Cities Metal Trades Council, San Francisco
Mr. John Gross, Area Representative, Bureau of Employment Security, Denver

The meeting was called to order at 9:40 A.M. by the Acting Chairman, Mr. James G. Bryant.

## I. INDUSTRIAL AREA COMMITTEES

It was agreed that an Industrial Area Committee would be established immediately in Southern California and that as the pattern evolved there, similar committees would be quickly set up in Washington, Oregon and Northern California. The policy of having the Industrial Area Committees thoroughly representative of the community spirit and interests was also agreed upon; and it was likewise considered sound that representatives of the various Federal agencies constituting the Regional Labor Supply Committee should designate suitable consultants for each of the Industrial Area Committees where they themselves were unable to function.

## II. VALLEJO HOUSING SITUATION

A report was given on the fact that the present housing in Vallejo is inadequate; and the Committee adopted a motion that the Labor Supply Branch be requested to exert every influence to expedite action on requests already submitted by the Navy Yard for additional housing.

## III. LAS VEGAS HOUSING SITUATION

It was reported that there is a serious shortage of housing in the Las Vegas area and that, although there is no anticipated shortage of labor, the comparatively few persons now working on the construction of the Magnesium Plant are paying exorbitant rates for living accommodations. It was also brought out that there is a WPA and a CCC camp in the immediate vicinity, both of which are now vacant and which together could house approximately 600 workers.

The Federal Regional Advisory Council is taking steps to have such housing made available, and the contractor on the construction of the plant will be called upon to divulge his plans for providing temporary housing for his labor.

## IV. MIGRATION OF LABOR

The plan of the Work Projects Administration to fill certain vacant stations in California preemployment training classes with WPA workers from as far east as Colorado was presented to the Committee. It was agreed by a majority of the Committee that no such in-migration of labor should be encouraged by any Federal agency, but rather that every means should be adopted for further utilizing local labor now in the area of the plants, even though this entailed a reasonable and feasible reduction in employer specifications. It was likewise agreed that training courses in states other than California should not be established with a view to placing persons completing those courses in California industries.

The Committee directed that the stated policy of the Office of Production Management on utilization of the local labor supply be called to the attention of the State Agencies in Region XII, which in turn would have the responsibility of again informing the employers of such policy. In this connection it was also agreed that the local offices of the employment services should be advised to extend preferential treatment to local applicants prior to giving consideration to any applicant not a resident of the community, for any job opening for which the local applicant might in any way be suited. Furthermore, the local offices should give due consideration to probable displacement factors before engaging in plans with the prospective employers for utilizing non-local labor.

## V. DISPLACED WORKERS

Representatives of the United Automobile Workers presented an estimate that approximately 1,000 members of that union would be displaced from employment in California prior to January 1, and that a total of as many as 8,000 might ultimately lose their positions as a result of priorities.

The representatives of the automobile workers requested participation of the Labor Supply Committee in the solution of three basic problems:

1. The need for getting definite and frank information from every employer as to his anticipated employment situation and possible layoffs;

2. The necessity for ascertaining the potential employment in defense industries. With such information obtained from the defense employers, the unions are willing to undertake retraining and regrouping of workers as may be required on the basis of Point No. 1, thereby enabling the displaced workers to be prepared to enter defense employment immediately following their displacement.

3. Elimination of importing or recruiting labor from other parts of the country to jeopardize the security of local workers.

A meeting is being held in Los Angeles Tuesday, November 4, at which representatives of the union, employers, and the Regional Labor Supply Committee will be present to explore further the immediate and impending displacement problems in accordance with the procedure outlined by the Labor Supply Branch of the Office of Production Management, and the Bureau of Employment Security. Also, the Training Within Industry representative on the Committee is calling on the Chevrolet plant of General Motors at Oakland to attempt to secure information concerning the plans of the Company. Other automobile companies in the Region are cooperating satisfactorily in giving information relative to their anticipated employment situation.

## VI. WELDERS' STRIKE

The Labor Supply Officer called on Mr. Steele to outline the current welders' strike at Seattle. Mr. Steele read to the Committee a letter received from Mr. Dave Basor, Secretary, Seattle Welders' and Burners' Council dated October 25, 1941, setting forth the history of the strike (see Exhibit A attached).

The situation was discussed by the Committee and Mr. Bryant pointed out that under the present ruling no referral of labor would be made until instructions were received from the Bureau of Employment Security.

## VII. SPECIAL DEFENSE REFERRAL OFFICES

The Labor Supply Officer outlined the establishment of the Special Defense Referral Offices in Army cantonments and stated that informational material in connection with those stations would be furnished shortly to the members of the Committee.

The meeting adjourned at 4:45 P. M.

* * * * * *

Miss Anderson

EXHIBIT "A"

Seattle, Washington
October 25, 1941

Mr. Leighton H. Steele
Office of Production Management
Seattle, Washington

Dear Mr. Steele:

In answer to your query, I will give you the chronological story of the welders from the date of September 15, 1941, at which time I wrote you a letter covering matters up to then:

For the week following, everything went smoothly until the meeting of September 21, at which time there was a considerable amount of discussion as to what retaliatory measures should be used in connection with the double crossing over the resolutions that had been introduced to the Central Labor Council, and it was finally decided that if on October 6 the A. F. of L. did not grant to the welders a charter of their own and recognize welding as a craft, everyone would go "hunting and fishing." It was also suggested at that meeting and placed in action that the Council members give more advertising to the true cause for which they were working, stating that they were fighting the A. F. of L., -- not their employers or the Government -- and were trying to gain recognition as a craft. At that meeting also was a motion ordering the Executive Secretary to ask each of the A. F. of L. representatives who would be in town on the following Sunday to come to our meeting and discuss what possible chance there was of receiving a charter.

During the ensuing week, there was a considerable discussion in the various plants, etc. as to the action taken to go "hunting and fishing." Secret ballots were taken and the outcome of it seemed to be a general trend that there should be a complete stoppage of work on October 6, in protest, if the A. F. of L., through its Metal Trades Department, did not recommend to the convention some sort of relief for the welders.

At the meeting the following Sunday, September 28, there was a definite strike action taken to stop work as of October 6 and to notify all welders in the United States to that effect along with the management of the various yards. A notice was given by telephone to the Office of Production Management to refer back to the notification of advice of September 13 in which a telegram of information had been ordered sent to the various independent welding organizations stating that they were definitely going to take that action.

Notice should be taken that this action was definitely understood on the date of the opening of the Metal Trades Convention in the City of Seattle and also that at a previous Sunday meeting the A. F. of L. officials had been requested to attend the meeting, but they had refused to do so.

During the week between September 28 and October 4, there was very little work done in the Shipyards in connection with welding as there seemed to be a factional development and at this point it became noticeable that the Boilermakers were taking as direct action as possible to abolish the Seattle Welders and Burners Council through the Metal Trades.

On Wednesday, October 1, John P. Frye, in the face of two resolutions that had been sent in to the Metal Trades Department by the welders, railroaded through the "famous" resolution asking that the A. F. of L. reaffirm its previous decision on welding. When asked why he did it, he stated that if we had not held the strike action over his head, he would have given more consideration to the welders' problem, so that at the following meeting on October 5, the welders, upon the advice and request of Sidney Hillman and the local Office of Production Management, went back to work. A meeting with Mr. Hillman was arranged through the Seattle Office of Production Management office and the welders went into the yards hoping that they would receive consideration at the convention, but instead of being left alone, criticism was heaped upon them by the officials for not having had nerve enough to go through with their strike. And so, upon the evening of October 8, I sent a letter to you outlining the above conditions; and throughout the rest of the week the ridicule continued until at the meeting Sunday October 12, the welders had received a considerable amount of publicity throughout the United States. Many telegrams were received and the idea of forming an International for welders, outside the A. F. of L. began to show on the horizon. Prior to this time it had not been the welders' intention to go outside the A. F. of L. Also, during that week, the Admiral of the Thirteenth Naval District had pledged himself to help the welders if his boys in the Navy Yard, who had taken action to stop work on October 6, would rescind it. Most of the time of the meeting was taken up with reports and discussions of withdrawing from the A. F. of L. and going into the United Welders, but no definite action was taken. A collectioh was taken up for a welder who was killed in the Seattle-Tacoma Shipyards, and at that meeting the now "infamous" motion to live up the rules of the A. F. of L. on welding was concurred in.

The following week developed many "headaches." For four days the welders tried to live up to the A. F. of L. rules on welding as ordered by the welders' council, until this resulted in the lay-off of several men, one in particular in the Lake Washington Shipyards. When this man was laid off, immediately the longstanding, recognized protection law - where if one member is placed in jeopardy because of his activities, all members shall be placed in the same jeopardy - was invoked. He was a boilermaker-welder and refused to do machinist's welding work. The management of Lake Washington Shipyards therefore fired him.

The man in question is Bob Cook.

There is an added significance to this - the fact that the Boilermakers tried to maintain that he was taken off the job by them because he had refused to pay the $60.00 initiation fee they required, which he and the Boilermaker Shop Steward had agreed would be held up pending the action of the Council on the following Sunday. Regarding the above incident of letting Mr. Cook out, I have a statement from the foreman in charge to the effect that Mr. Cook was laid off on account of not being in good standing with the Boilermakers Union. However, that is not the case, but the management will not concede that he was laid off because of not following their orders to weld on anything.

When the man left the yard, the other welders left the yard with him, and no welders reported for work Saturday morning.

At the Sunday meeting, October 19, the question over this incident, along with several other questions, came up. And on this question the following recommendation was made: To the effect that men in Lake Washington will be backed up - a motion was seconded, discussed and amended - finally winding up by being tabled until action on the Executive Board's report could be concurred in. During this meeting a long distance call came through from Paul Porter, representing Mr. Hillman's office, requesting again that the members in the Lake Washington Shipyard go back to work. This request was concurred in and the men were ordered back into the yards with the understanding that Brother Cook would be taken care of at some other work. Also, at this meeting, a motion was made, and, after considerable discussion, passed, to the effect that the Council members, as individuals, apply for membership immediately in the United Welders, Cutters & Helpers of America. This was the second step in moving out of the A. F. of L. in view of the fact that no consideration had been given the welders at the convention.

When the men returned to work on Monday morning, they went into the plant under the impression that they were to weld on anything and remain in status quo as to their affiliations until such time as the Office of Production Management could investigate the many complaints of the welders.

At 10 o'clock Monday morning an order came through from the Boilermakers' Hall ordering the company to lay off all welders and have them come down to the hall and be redispatched. This the welders refused to do and so the Boilermakers' representative, with representatives of the Metal Trades, called upon the management of the yard. The result of that call was that the welders were locked out of the Lake Washington Shipyards. When this was reported to me, I gave strict orders that the men should stay on the job until the next shift came; that the next shift should report for work and remain on the job until the next shift came; and they, in turn, were to remain on the job. The following day the same action was taken. This did not actually occur in that manner because of the fire hazard. However, the company did give to the steward at the first of each shift a letter to the effect that the welders had reported for work and were willing to work. So the men would go home after reporting and receiving their letter. This was done for two days, with the hope that the employer would invoke the forty-eight hour clause and hire the men at the gate.

At the regular Executive Board meeting Tuesday night, October 21, the men at Lake Washington Shipyard presented their case and asked for help, and after a discussion lasting some nine hours, it was finally agreed that, in the event the employer did not invoke the forty-eight hour clause, all shops and yards in Seattle would be pulled at 10 a.m. Wednesday morning. The employer and the Metal Trades got together and decided that they would not invoke the forty-eight hour clause and this action, as you know, precipitated a nation-wide walk-out of welders. And may I point out that time and time again the officials of the A. F. of L. and the management in the yards have been cautioned and warned that the welders were beyond reasoning with unless they left them alone. Subsequent events have proven the truth of this story.

Originally only Seattle walked out at 10 a.m. on October 22 - numbering some 1300 welders - and at the special meeting that afternoon a motion was made to call out all welders in and around this district.

The next walk-out occurred in Alabama, where, we understand, there are 2700 went out. At the same time, Tacoma left the yards - on October 24 - and since then we have received confirmation of complete shut downs from almost all over the United States and in those places where the welders haven't as yet walked out, they are meeting to take action to walk out next Monday morning, October 27.

My associates and I have tried our level best to talk around the table with the Metal Trades of the A. F. of L. in order to iron this situation out but have met with rebuff in every instance. They will not listen to any of the welders' pleas and have actually gone through the motions of suspending all members connected with, or having anything to do with, the United Welders, Cutters and Helpers of America.

In view of the nation-wide walk-out, although the A. F. of L. officials wish to term it as only a Seattle "incident," the welders have requested the President of the United States, the National Defense Mediation Board and Madame Perkins to meet together and issue the statements embodied in the telegram to President Roosevelt, a copy of which you have.

To date we have not heard anything on this subject and therefore have no way of stopping the walk-outs that will occur next Monday morning.

Very truly yours,

s/s DAVE BASOR

Dave Basor,
Secretary, Seattle Welders'
and Burners' Council

Weinberg
Schafer

# SEVENTH MEETING
# LABOR SUPPLY COMMITTEE, REGION XII
# SAN FRANCISCO - NOVEMBER 8, 1941

WOMEN'S BUREAU.
NOV 21 1941
DEPARTMENT OF LABOR

## MEMBERS PRESENT

Mr. James G. Bryant, Labor Supply Officer, San Francisco
Mr. H. D. Huxley, Assistant Labor Supply Officer, San Francisco
Lieutenant Colonel Clarence C. Harshman, Selective Service, San Francisco
Mr. W. G. Frischknecht, Defense Training (National Youth Administration), San Francisco
Mr. Philip S. Hasty, Defense Training (Office of Education), San Francisco
Commander G. H. Laird, 12th Naval District, San Francisco
Lieutenant Commander Homer H. Shirrell, 12th Naval District, San Francisco
Mr. John O'Conor, Work Projects Administration, San Francisco
Mr. William J. Logue, Apprenticeship, San Francisco
Mr. Harry T. Kranz, Civil Service Commission, San Francisco

## VISITORS

Mr. Aylwin Probert, representing Mr. Alexander Heron, Training Within Industry, San Francisco
Mr. George W. Davis, Assistant Labor Supply Officer, San Francisco
Mr. Edwin Bates, Informational Representative, Social Security Board, San Francisco

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The meeting was called to order at 9:40 a.m. by the Acting Chairman, Mr. James G. Bryant.

The names of the proposed members of the Industrial Area Committee for Southern California were submitted to the Committee for consideration and approval, as follows:

David Babcock, CHAIRMAN
Vice President, Blyth & Co., Investment Bankers
Los Angeles, California

H. D. Huxley, EXECUTIVE OFFICER
Asst. Labor Supply Officer, Region XII

Lloyd Mashburn
Asst. Secretary, Los Angeles Building Trades Council

Howard Hutchins
Manager, Priorities Division, OPM

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Southern California Committee - Continued

Lee Smith, Labor Relations Advisor, OPM

John Despol, Field Representative
Steel Workers Organizing Committee

Carlton Tibbetts, Vice President
Los Angeles Chamber of Commerce

Garner Beckett
Riverside Cement Co.
621 South Hope St., Los Angeles

The Committee was advised that in addition to the list submitted, a representative of the Division of Contract Distribution of the Office of Production Management would be appointed, to which the Committee agreed. It was also agreed that there should be unofficial representation of AF of L, CIO, and Management groups from San Diego and Las Vegas on problems involving those communities.

There was general agreement that the Industrial Area Committee should be kept small in membership in order to expedite action on all matters coming to their attention, with the various representatives of the interested Federal agencies available for consultation.

A motion was presented by Mr. Frischknecht, supported by Mr. O'Conor, that the Civil Service Commission be represented on all Industrial Area Committees in the Region, in view of the general interest of that agency in all matters likely to be discussed.

The motion was put to vote and carried unanimously.

Mr. Frischknecht also presented a motion, supported by Mr. Kranz, that the various agencies on the Labor Supply Committee designate liaison representatives to serve in an advisory capacity to the Industrial Area Committees; that minutes of area committee meetings be furnished to the Regional Committee, and that the liaison representatives be notified of meetings pertinent to matters involving their respective agencies.

The vote on this motion was unanimous.

A motion was presented by Mr. Kranz and supported by Commander Laird that the Southern California Industrial Area Committee be approved as presented and amended.

The motion was put to vote and carried unanimously.

The Labor Supply Officer stated that Mr. Garner Beckett wished to resign from the Regional Labor Supply Committee in order to devote his attention to the Southern California Industrial Area Committee, and that the Office of Production Management would be asked to designate a successor.

The meeting adjourned at 11:15 a.m.

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LABOR SUPPLY COMMITTEE - MINUTES (1942) REGION XII

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CONFIDENTIAL 1/12/42

WOMEN'S BUREAU
FEB 4 1942
DEPARTMENT OF LA

## ELEVENTH REGIONAL LABOR SUPPLY COMMITTEE

The thirteenth meeting of the Eleventh Regional Labor Supply Committee was held January 12, 1942, at 10:00 A. M., in the Patterson Building, Denver, Colorado. The following representatives were present:

Major Archbold Jones, State Selective Service

Mr. C. O. Voigt, Management

Mr. George M. Kirk, Training Within Industry

Mr. C. E. Hazard, Department of Agriculture

Mr. Ted Orme, Labor

Mr. Ray Gross, Apprenticeship Unit

Mr. D. L. Frodine, Apprenticeship Unit

Mr. Clarence Moore, Work Projects Administration

Mr. C. E. Turner, Office of Education

Mr. Palmer Boggs, National Youth Administration

Mr. Ben Parker, Engineer Defense Training

Dr. El Roy Nelson, Contracts Distribution Service

Mr. L. R. Eaton, U. S. Engineer's Office, Lowry Field

Mr. John E. Gross, Acting Chairman

Mr. Al Bevan of the Colorado Division, United States Employment Service, was present at the meeting as a visitor, at the request of the Acting Chairman.

The minutes of the previous meeting were reviewed and approved as presented.

### Federalization of Employment Service Offices

The Acting Chairman outlined to the Committee the action taken by the Federal Government in taking over the State Employment Services. He reviewed all of the Steps which had been taken in the federalization of the State Employment Services throughout the United States, explaining in detail the necessities for such action and concluded the report by reading to the Committee the announcement dated December 19, 1941, of Federal Security Administrator Paul V. McNutt.

The Acting Chairman informed the Committee that the federalization of the State Employment Services was accomplished on January 1 with practically no difficulties. The spirit of cooperation manifested by practically all of the Governors, and Executive Directors of the State Employment Security Agencies, had enabled the Social Security Board to carry out the orders of our President in federalizing the Employment Services as they had been scheduled. As a result of these actions, the forty-eight states and two territories were united into a federally administered Employment Service program as of January 1.

The Acting Chairman advised the Committee that the Social Security Board had adopted a policy to form the basis upon which the United States Employment Service assumes full responsibility for the operation of all public Employment Service functions in the United States and its territories pursuant to President Roosevelt's wire of December 19, 1941, to all Governors.

It was believed the following from the policy statement would be of interest to the members of the Regional Labor Supply Committee:

I. Reasons for this action

The actual declaration of war by the Axis powers upon the United States of America creates unprecedented problems in national defense. The problems, both military and civil, which will obtain during this period require the production of war and civilian materials on an unparalleled scale.

Success in this production program requires tremendously increased numbers of workers and the program must be subjected to continuing review to determine the effectiveness and economy with which all labor resources are being used. It involves widespread recruitment and training of workers, the transfer of labor among industries, and the movement of workers not only between States but between the major areas of the country as needed for production purposes. It is essential that there be a single centrally directed organization to carry on the program during this period.

II. Responsibilities of the United States Employment Service

The United States Employment Service carries complete responsibility for the provision and operation of all public employment services in the United States. Appropriate organization is being established to coordinate and direct the activities of employment offices through regional staffs established within the same geographical areas as the twelve regions of the Social Security Board, and through appropriate staffs within each State of the twelve regions.

The Social Security Board will determine broad policies of the United States Employment Service and will delegate to the latter the responsibility for executing them.

The functions of the United States Employment Service include:

A. Continued performance of all employment service functions; and

B. Continued performance of service functions (specifically claim-taking and related activities) for the State Employment Security Agencies.

## III. Steps in the Process

Effectuation of this program involves the following steps:

Assumption of specific functions and activities, as summarized above under II, by the United States Employment Service;

Induction to the Federal payroll of virtually all personnel in State agencies now performing the functions as summarized above under II; and

The full use of such premises, equipment and records, facilities and services as are necessary for the operation of the United States Employment Service.

### Basic Principles Governing the Absorption of Personnel:

Personnel absorbed by the United States Employment Service will be treated as employees of the Federal Government by the United States Civil Service Commission without further examination being required.

Negotiations will be made with each of the State governments in an effort to safeguard the rights acquired by State employment service personnel under State pension plans and any other rights to which their services in the State governments may have entitled them.

All employees absorbed by the new Federal organization will be inducted into the Federal service at the salaries and classifications under which they are presently working in State agencies.

The Acting Chairman advised the Committee that pending the completion of the organizational program for the United States Employment Service, this organization will operate with line authority from Mr. John J. Corson, Director of the United States Employment Service to the Regional Representative, United States Employment Service (who is the Acting Chairman of the Regional Labor Supply Committee.) The Regional Representative exercises supervision of the Directors of the State Divisions of the United States Employment Service within his respective Region.

## CONTINUING PROBLEMS

### Sub-committee Reports

Mr. Voigt reported that arrangements had been made with the Executive Committee of the Manufacturers' Association for a meeting with representatives of this Committee in order that the manufacturers' group might have full information concerning the policies and program of the Regional Labor Supply Committee.

He also reported that similar arrangements had been made with the Executive Committee of the Denver Chamber of Commerce and the meeting with this group would be announced very shortly.

## Meetings in Other Cities

The Acting Chairman announced that the arrangements for meeting in other cities within the Region had been temporarily delayed by the federalization of the Employment Services, but the arrangements were going forward and it was expected that the next meeting of the Regional Labor Supply Committee would be held in Salt Lake City, Utah. If this decision is final, appropriate and timely notice will be sent to all members of the Committee.

## Remington Arms

The Committee was advised that the program of labor recruitment of the Remington Arms plants at Denver and Salt Lake City was proceeding without difficulty. A fine cooperative spirit exists between the company and the Employment Service in the respective areas. A program has been developed in the Remington Arms Company in cooperation with the Employment Service, for utilizing as fully as possible, local labor and only when necessity compells, is recruiting done outside the local labor market areas of the plant locations. The arrangements for clearance and interviewing of labor in other areas and in other states is now all being arranged through the Employment Service and the Regional Office.

Major Jones presented to the Committee the new developments in the program of the Selective Service Boards.

## Contact of Salesmen with Training Within Industry

Mr. Kirk reported to the Committee that there were numerous contacts with his office by salesmen who had been displaced as a result of the recent curtailment on new automobiles, tires, etc. He raised the question as to what would be the best procedure for routing individuals making contacts with his office and other branches of the Office of Production Management.

It was reported to the Committee that similar displacements of workers are occurring in all of the principal cities in this Region and that steps previously taken by the Employment Service with respect to handling displaced workers were in full operation. According to reports these displaced workers were registering in local Employment Service offices. In addition to registering these workers and having them file claims for Unemployment Compensation benefits, the Employment Service was doing everything in its power to place all of these workers wherever job opportunities were available. In some instances the Employment Service is asking defense contractors to commit themselves to future hirings of these individuals in accordance with their future labor needs.

It was brought to the attention of the Committee that in some instances appeals were being made direct to public officials, including mayors, county commissioners and governors, enlisting their aid to see that these individuals were given job opportunities wherever possible.

Dr. El Roy Nelson of the Contracts Distribution Service reported to the Committee that the Governor of Colorado had become quite concerned about the prospective lay-off of automobile salesmen throughout the State. It was decided in the Governor's Committee on defense, that a report would be rendered to the Governor on affect of material shortages to the automobile industry in the State of Colorado. It was decided that members of that Committee would determine the present employment in the automobile industries in Colorado. The survey would indicate the number of auto salesmen laid off in the past six months and the number anticipated to be laid off in the next six months. The survey will be broken down by State totals and by Denver totals. The Regional Labor Supply Committee was interested in getting this information in order that facts ascertained as a result of this survey could be utilized and that a duplicate survey would not be inaugurated.

The Regional Labor Supply office reported to the Committee that it was taking steps to secure the cooperation of governors, mayors and county commissioners to the end that all displaced workers be referred to public Employment Service offices. The Committee asked that the Divisions of the Office of Production Management follow this same procedure.

It was suggested that it might facilitate this referral direct to the Employment Service if small identification cards giving the address of the nearest local Employment Service office were available to public officials and to the Office of Production Management offices so when displaced workers called upon them, the card would direct the worker to his nearest local office for registration.

Lay-Off of Employees at Gates Rubber Company, Denver, Colorado

It was brought to the attention of the Committee that approximately 300 employees of the Gates Rubber Company had been laid off between December 15 and January 10. It was reported that repeated contacts by the Employment Service had failed to disclose information concerning these lay-offs. It was also reported that on numerous occasions company officials had not furnished workers with an Unemployment Compensation separation form, advising them to file their claim at the local Employment Service. As a result of this, a number of workers who had been released with the thought that it would be a temporary lay-off, had been unemployed for several weeks and had no credit as yet for their benefits.

A sub-committee consisting of Messrs. Voigt, Kirk, Orme and Gross was appointed to contact Mr. John C. Gates, Vice-president in charge of operations of the Gates Rubber Company to (1) explain to him the necessity of proper instructions being issued to the personnel division of his company in order that necessary information might be released to the Employment Service in advance of lay-offs; (2) instructions issued that would enable the workers to file claims immediately for their benefits, and (3) to discuss the application of the six point plan for workers displaced in the rubber industry.

Report on Firms Affected by Material Shortages

Mr. Al Bevan of the Colorado Agency gave a report to the Committee on contacts with firms in the Denver area that may be affected by material shortages in the near future. His report covered contacts in the Denver area with retail automobile dealers, retread shops and retail tire firms. The particularly significant fact in his report disclosed that the retread plants that were contacted, anticipated laying off workers in the near future rather than employing additional workers.

According to the information before the Committee, tire plants equipped to do automobile tire retreading reported increased demands for retreading, but allocations of materials incident to the retreading process were apparently inadequate to meet the customer demands. Mr. Bevan reported that the Employment Service was bending every effort to place the workers displaced in the automobile and tire industry.

Mr. Johnson of the Regional Labor Supply Office staff reported that information reaching the Regional Office indicated that practically the same conditions mentioned above by Mr. Bevan prevailed in other States of the Region, but notwithstanding the shortage of material for the retreading process, every effort was being made in all of the States of the Region to find jobs for displaced workers.

Meeting adjourned at 12:00 Noon.

John E. Gross
Acting Chairman

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# AGENDA
## NINTH MEETING
## LABOR SUPPLY COMMITTEE, REGION XII
## AT SAN FRANCISCO - FEBRUARY 6, 1942

I. New Developments in Constituent Agency Programs

II. Developments in Establishment of Central Hiring Offices

III. Reports of Industrial Area Committees

LUNCH 12:15

IV. Pending Problems

V. New Problems

A. Enforcement of Regulations Affecting Enemy Aliens in Prohibited and Restricted Areas

B.

C.

# NINTH MEETING
# LABOR SUPPLY COMMITTEE, REGION XII
# SAN FRANCISCO - FEBRUARY 6, 1942

## Members Present

Mr. James G. Bryant (Acting Chairman), Labor Supply Officer, San Francisco
Mr. H. D. Huxley, Assistant Labor Supply Officer, San Francisco
Lt. Colonel Clarence C. Harshman, Regional Liaison Officer, OUSW, San Francisco
Commander G. H. Laird, Twelfth Naval District, San Francisco
Lt. Commander Homer H. Shirrell, Twelfth Naval District, San Francisco
Mr. John N. Barker, representing Colonel F. M. Smith, Division of Contract Distribution, San Francisco
Mr. Aylwin Probert, representing Mr. Alexander R. Heron, Training Within Industry, San Francisco
Mr. Harry T. Kranz, Civil Service Commission, San Francisco
Mr. W. G. Frischknecht, National Youth Administration, San Francisco
Mr. Guy T. Nunn, Minority Groups, WPB, Los Angeles
Mr. Lee R. Smith, Labor Representative, WPB, San Francisco
Mr. S. B. Morris, Defense Training - Engineering, Stanford University, Calif.
Mr. David McEntire, representing Dr. Varden Fuller, Department of Agriculture, Berkeley, California
Mr. John O'Conor, Work Projects Administration, San Francisco
General H. G. Winsor, Training Within Industry, Seattle, Washington

## Visitors

Mr. Richard M. Neustadt, Regional Director, Social Security Board, San Francisco
Mr. H. R. Harnish, Executive Officer, Southern California Industrial Area Committee, Los Angeles
Mr. David Babcock, Chairman, Southern California Industrial Area Committee, Los Angeles
Mr. James E. Carroll, Executive Officer, Washington and Oregon Industrial Area Committees, Portland
Mr. George W. Davis, Executive Officer, Northern California Industrial Area Committee, San Francisco
Mr. Charles F. B. Roeth, representing Mr. Ralph G. Wadsworth, Director for California, U. S. Employment Service
Lieutenant M. R. Clark, Twelfth Naval District, San Francisco
Mr. Edwin Bates, Informational Service Representative, Social Security Board, San Francisco
Mr. W. K. Shaughnessy, Labor Market Analyst, Bureau of Employment Security, San Francisco
Mrs. Constance H. Day, Junior Economic Analyst, Bureau of Employment Security, San Francisco

The meeting was called to order at 9:45 A.M. by the Acting Chairman, Mr. James G. Bryant.

I. New Developments in Constituent Agency Programs

Mr. Probert, representing Mr. Alexander R. Heron, Training Within Industry, stated that the shift from the Office of Production Management to the War Production Board did not involve any changes in the Training Within Industry organization. He outlined the great increase in preemployment and supplementary training and upgrading processes as compared to the situation a few months ago. He stated that the shipyards needed more instructors to handle the proposed training of 15,000 persons, as well as the contemplated upgrading of 7,000 workers.

General Winsor reported 9,600 persons in supplementary and in-training in the Pacific Northwest; and stated that the training of women is now being studied by a committee headed by Mr. A. F. Hardy, Director of the United States Employment Service for the State of Washington.

Mr. Kranz mentioned the effect of the revised Selective Service regulations on preemployment training and said the Civil Service Commission is still being asked to announce examinations listing ages from 18 to 30.

Colonel Harshman expressed the opinion that Government departments should be educated to accept the present conditions realistically; that even though men pass certain examinations, the appointing agency should accept only those who are not to be taken by the draft.

At the suggestion of Mr. Kranz, Colonel Harshman agreed to direct a letter to the Civil Service Commission bringing forceful attention to the factors governing deferments, the letter to be transmitted by Mr. Kranz to Government war production agencies.

Colonel Harshman outlined the present policy to the effect that (1) additional men required in war industries should be taken from groups not liable for military service, and women; (2) selections for training and upgrading programs should be similarly made; and (3) employers should prepare at once to replace as rapidly as possible men who are liable for military service. He read excerpts from a letter he received from National Headquarters of Selective Service, outlining the present policy on deferments in war industries, as follows:

> ". . . .Selective Service will insure that every man essential to war production will be left at his job so long as he remains irreplaceable. Nevertheless, as the pool of available men in the combat ages becomes depleted it is essential that every effort be made by employers in recruiting and training programs to look to sources other than Class I-A for their recruits and trainees. This means a much greater employment of women and of men below

(See Reverse Side)

> and above the combat ages, those with dependents, physical difficulties disqualifying them for military service or who otherwise are not available for combat duty. It is possible that these groups will be the only available labor supply in the not so far distant future.
>
> "The War Department and the Selective Service System thoroughly understand and have great sympathy with the tremendous problems you face in the rapid expansion you are called upon to make in your aircraft factories. On the other hand, it is essential that you have a similar understanding and sympathy for the problems involved in the expansion of our military and naval machines. In the demands made by war industries and the armed forces on the physically fit, single men within the combat ages, the demands of the armed forces must and will take precedence. . . ."

Mr. Frischknecht, in reporting the developments in connection with the National Youth Administration, stated there is an increasing flow of youngsters to preemployment training. Most of the shops are concentrated in large centers such as Seattle, Portland, San Francisco, Los Angeles and San Diego. There are 2,300 work stations operating, with 9,000 persons engaged in the regular program, not of a defense nature. He mentioned the difficulty of placing youth from American-Mexican and Negro families.

About 2,600 of the NYA persons are engaged in clerical work in Army and Navy establishments; they are also doing much work in furniture, etc. Three hundred girls are working on hospital projects. Mr. Frischknecht said there has been a significant improvement in the attitude of youth since the outbreak of war. The agency feels that, even though a man is to be called to military service, some prior training will make of him a better soldier, so long as the facilities of the so-called "defense stations" are not used for such training. Training such as that received in an automotive shop will contribute to a man's efficiency in the armed forces without depriving the war program of training facilities. At present NYA is training 2,000 men enlisted in the Navy.

At this point the Acting Chairman introduced Mr. S. B. Morris, Dean of Engineering at Stanford University, who mentioned the program of various universities, sponsored by the U. S. Office of Education, with a view to filling as many jobs as possible with women at the college level. Women are at present being trained as engineering aides, particularly in the inspection field. Women have been found quite efficient in the computing field and in drafting on the tracing level. The field of engineering for women is just beginning; so far few women have applied, but no doubt there will be more applications as opportunities in engineering are increased.

## II. Developments in Establishment of Central Hiring Offices

Mr. Huxley outlined the developments over the past two years toward the establishment of central hiring offices with a view to obviating wasteful recruiting methods by aircraft plants. There was for some time a disinclination on the part of some of the employers to consolidate their hiring efforts, due mainly to inter-company rivalry. A meeting was held in mid-December in Los Angeles with aircraft officials, which meeting was addressed by Lieutenant Colonel Joseph P. Battley representing the Under Secretary of War; plans were evolved to establish a central hiring office in Los Angeles for the purpose of providing 90% to 95% of all the aircraft labor. The program will commence immediately upon the completion of pending arrangements for suitable space.

The aircraft hiring office will be operated by the U. S. Employment Service whose interviewers will make a preliminary screen of all applicants; also a screen of those who are qualified for aircraft work - the latter group to be given aptitude tests, fingerprinted and checked against the subversive file to be maintained in the office, where the Federal Bureau of Investigation will also be represented. The selected applicants will be referred to companies having aircraft procurement contracts, representing a total of about 2,000 employers. The aircraft companies will participate in the establishment of procedures and will have representatives stationed in the office. The aircraft companies will close their present hiring gates, with a few minor exceptions.

Negotiations have been initiated with the shipbuilding companies and the interested unions in the Bay Area to establish a central employment office. The program has not yet advanced sufficiently to determine the success of the plan, although there are indications that it will be accepted. The shipbuilding companies in the area, with one exception, have closed shop agreements with the AFL, which group has maintained its own hiring halls. Under the proposed plan there would be no attempt to interfere with any existing or contemplated union contract; business representatives of the union would be represented in the office and applicants would be routed to them after preliminary screening. The steel industry in the Los Angeles area has been mentioned for inclusion in a central hiring plan. Mr. Huxley pointed out that an orderly hiring procedure would eliminate indiscriminate advertising and duplication of hiring efforts on the part of various employers.

The application form to be used in the aircraft office will follow the individual to his placement; and in the event his job is terminated the application form will be sent back to the hiring office.

Mr. Kranz asked if it would be feasible for the Civil Service Commission to be represented at the central hiring office. Mr. Huxley replied that it would be an entirely logical development.

## III. Reports of Area Committees

Mr. Davis, reporting for the Northern California Area Committee, told of the activities of his committee with respect to the canneries. Permission has been obtained from a representative of the Federal Children's Bureau to use a more flexible form of permit in using the services of minors in peak canning seasons. Some difficulty has been experienced in inducing schools to observe uniform closing and opening dates. The alien situation also affects the cannery problem; in one case there are about 2,000 aliens employed in one cannery in a prohibited area.

Concerning the displacement problem, Mr. Davis reported that the Ford Company is now using all of their employees, with no further layoff probable. Chevrolet and Fisher Body are expected to lay off about 1,000 men immediately. The Northern California committee has made strenuous efforts to have those plants converted to war production but the disposition of the plants is not known at present. Definite steps have been taken by the committee to effect the absorption of the displaced workers in other industries. Some of the men have obtained immediate employment; others must undergo some preemployment training. They have been instructed to register at their nearest Employment Office.

A new displacement problem is now reported, due to priorities on tin, particularly affecting the American Can Company. A report is expected shortly from each of the affected companies as to the extent of the displacement.

Mr. Davis mentioned the meeting earlier in the week attended by representatives of the shipyards in the Bay Area, at which meeting Colonel Harshman explained the current policy on deferments. A survey will be made in each shipyard of those workers coming within the classifications affected; and information will be forthcoming as to the number to be replaced when they are called to military service. A survey is also being made of the number of persons available for work in the shipyards.

Mr. Davis stressed the fact that a central hiring office would coordinate the hiring efforts of all agencies; that it would insure uniform procedures and would increase hiring effectiveness. At the present time the unions in the Bay Area are not as a rule calling on the Employment Service to supplement the unions' registers when exhausted as respects shipyard workers. A central hiring office would bring about an agreement between the unions and the Employment Service that the unions would not recruit over and above their existing membership; and the resources of the Employment Service would be available when the unions need additional people.

The question of the use of women in shipyards was discussed with the shipbuilding companies, and arrangements have been made with the Engineering Department of the University of California to develop a survey program. Shipyards have agreed that a representative of this research group would be stationed in the yards to assist in the program.

Mr. Babcock, Chairman of the Southern California Area Committee, stated that the drain on the Los Angeles area industries, brought about by the increased demands of the Army and Navy, would not become serious until about June or July. He expressed the opinion that by that time production materials would be available in larger volume than at the present time.

Mr. Babcock mentioned Mr. Harnish' suggestion that the following points be considered further by a sub-committee:

1. Disruptive recruiting practices. A central hiring plan will eliminate much of the confusion attendant upon present recruiting methods.

2. Effectiveness of training programs. One plant informed the Southern California committee that it would prefer to assume the responsibility of training women.

3. Available labor supply - which question is now being studied. Mr. Babcock said his committee felt that there are going to be priorities applied to labor; that the Army has asked that Vega Aircraft Corporation be given preference on toolmakers as that plant is far behind in its tooling schedule.

4. Idle industrial plants. The Southern California committee has been informed that the Army and Navy is reluctant to place any more subcontracts in the Los Angeles area, preferring to let future contracts further inland. Ordnance materiel and jeeps, however, could be manufactured in the area.

General Winsor, reporting for the area committee in Washington, said that a study is being made of the need of women in industry and a plan is under consideration whereby a proper balance can be attained through recruitment and training to replace men taken from war industries by Selective Service. The farm labor problem is expected to become acute within the next six weeks. The alien problem is involved in the farm labor situation, as 3,000 Japanese in one county alone in Western Washington supply all of that area with farm produce and ship 2,000 cows annually. This group represents 50% of all the farm labor in Western Washington.

He reported that the training of men is well in hand; that there is no particular scarcity of labor at present, although it can be seen approaching. Emphasis is being placed on in-plant training through an agreement with the employers and organized labor, as mentioned in the January 9 Regional Committee meeting.

General Winsor told of the ESMDT conference last week and said that group has made splendid progress in training supervisors. About 20 courses have been developed, some of them at the request of war industries.

In connection with the welder strike, General Winsor expressed the belief that there would be no more walkouts; that the problem has been one mainly of poor leadership and agitation by a few members, and that 90% of the welders want to work.

Mr. Carroll, reporting for the Oregon area committee, said that the labor supply problem is not acute but some difficulty is expected within the next few months. Many of the displaced workers in that area have found employment. The major problem in Oregon will concern farm labor. Oregon schools have devised a pledge to be distributed to students of the seventh grade and over, with a view to utilizing vacation periods in harvesting crops. A survey is being made in connection with the employment of women in industry.

Mr. Carroll reported that the longshoremen's dispute, a jurisdictional matter, appears to be resolving itself. He reported that the Oregon Shipbuilding Company has a shortage of tabulating machine operators and is endeavoring to recruit such operators from other areas, to which Mr. Bryant replied that there is a countrywide shortage of tabulating machine operators. Lt. Commander Shirrell said that he has come in contact with a number of unemployed operators in San Francisco, and it was suggested that such workers be recruited through regular clearance channels.

LUNCH - 12:15 to 1:45

## IV. Pending Problems

Mr. Smith reported that the epidemic of eye trouble among welders in the San Francisco area is on the decline. The cause of the ailment has not been definitely determined.

Referring to the transportation problem at Mare Island Navy Yard at Vallejo, which was discussed at a previous meeting, Mr. Kranz reported that the Yard has arranged with the Greyhound Bus Company for 300 buses to be used by commuting workers, to be operated by the bus company at cost and at a very low commuting rate. The delivery of the buses will begin in June, the remainder to be delivered probably in July or August. In the meantime, 30 buses, obtained from various sources, are being used as an auxiliary service. Mr. Kranz said the Vallejo plan is an excellent example of a speedy and wise solution of a serious problem and suggested that a similar plan might well be adopted in the Southern California aircraft area. Mr. Harnish said that officials of the aircraft companies have been considering the problem.

In connection with the question raised in the January 9 meeting regarding the use of conscientious objectors as an additional source of farm labor, Mr. Bryant read a communication from the Employment Service headquarters in Washington stating that a plan of procedure is now being prepared in collaboration with other government agencies. The plan in general provides that, where conscientious objectors desire to take farm employment rather than remain in camp, their services may be so used. The Employment Service will be responsible for selecting places of employment for these individuals; and the matter of proper supervision, wages paid, and other such items will be the responsibility of other agencies.

## V. New Problems

Mr. Neustadt explained the program for handling the removal of enemy aliens from Prohibited Areas and the regulation of their activities in the Restricted Areas. He emphasized the important part the U. S. Employment Service must play in securing work opportunities for the displaced enemy aliens.

Mr. Shaughnessy said that a fairly complete report from the Justice Department would be available by Monday, February 9, containing information as to the number of enemy aliens, who must move from Prohibited Areas as well as data on those who must leave jobs in the areas. He presented the following figures, based on the 1940 census, of the number of Japanese in Region XII:

| | Japanese | |
|---|---|---|
| | Alien | Citizen |
| Total, Region XII | 41,114 | 71,709 |
| California | 33,569 | 60,148 |
| Washington | 5,683 | 8,882 |
| Oregon | 1,617 | 2,454 |
| Nevada | 245 | 225 |

He also said that census figures showing the citizenship status of foreign-born Germans and Italians were not available. However, census data on the number of persons born in Germany and Italy were presented as follows:

| | Foreign-born | |
|---|---|---|
| | German | Italian |
| Total, Region XII | 97,813 | 116,104 |
| California | 71,727 | 100,910 |
| Washington | 15,470 | 8,853 |
| Oregon | 9,883 | 4,083 |
| Nevada | 733 | 2,258 |

Mr. Shaughnessy said that the best estimate as to the proportion of the above Germans and Italians who are citizens is that 60% of the Italians and 67% of the Germans are citizens, which percentages are derived from census figures and indicate that there are about 32,000 alien Germans and about 46,000 alien Italians in the Region.

Mr. Neustadt said that, according to the estimate of Mr. Thomas B. Clark, Coordinator of Alien Enemy Control, about 8,000 aliens would be moved.

Mr. Nunn mentioned the difficulties encountered in employing aliens in war industries, stating that the involved process of lengthy questionnaires has led employers to express a disinclination to go through the technicalities necessary to get the workers into the plants. Even aliens of co-belligerent nations are unable to contribute their services to the war production program.

Mr. Nunn presented a motion, supported by Mr. Kranz, that an assignment be made to Committee members to investigate the possibility of revising and simplifying the procedures now required in connection with the employment of aliens, in order to facilitate the flow of qualified aliens into essential industries. The motion was put to vote and carried. The Acting Chairman assigned the matter to Messrs. Nunn, Frischknecht and O'Conor for investigation.

Colonel Harshman brought up the question of the relaxation of restrictions on the employment of women, stating that he had been informed that the Industrial Welfare Commission will probably not only relax the order in instances where the Employment Service or other Government agencies make the proposed certification, but will relax the restrictions completely. The Committee agreed that it was not in favor of the complete relaxation of the restrictions in view of the possibility of misuse by selfish interests; however the Committee is already sufficiently on record to make unnecessary a further statement at this time.

Mr. Smith read a resolution adopted by the Alaska Fishermen's Union in San Francisco: that in view of the fact that 31,000 individuals are registered with the Employment Service and WPA jobs were still needed to provide work for men and women of advanced age and others who, due to special circumstances, cannot qualify for jobs in private industry; and that thousands of other workers in private employment are becoming unemployed due to priorities - (1) WPA cease reduction of WPA rolls; (2) those who have been laid off be reinstated immediately; (3) WPA projects be reorganized along national and civilian defense lines; (4) civilian and national defense projects be set up, particularly in San Francisco, for WPA workers on jobs that cannot be successfully performed by volunteer workers; and (5) prevailing or union wages be paid on all WPA projects.

The Acting Chairman assigned this matter to Mr. O'Conor for investigation.

The meeting adjourned at 3:45.

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# MEETING OF THE
# SOUTHERN CALIFORNIA INDUSTRIAL AREA
# LABOR SUPPLY COMMITTEE
# LOS ANGELES, CALIFORNIA

February 24, 1942

WOMEN'S BUREAU
MAR 11 1942
DEPARTMENT OF LABOR

## Members Present

**PUBLIC**
David T. Babcock, Chairman, Blyth & Co., Inc.

**MANAGEMENT**
Garner Beckett, Riverside Cement Co.
Frank Barnhill, Charles R. Hadley Co.

**LABOR**
John Despol, Steel Workers Organizing Committee, C.I.O.
Lloyd Mashburn, L.A. Building Trades Council, A.F.L.
Lee R. Smith, Regional Labor Representative, Labor Supply Committee, Region XII

**SELECTIVE SERVICE HEADQUARTERS**

Col. Walter H. Adams, U. S. Army
Lt. Comdr. A. G. Berry, U. S. Navy

H. R. Harnish, Executive Officer

## Visitors

H. D. Huxley, Assistant Labor Supply Officer, Region XII
Charles Fishburn, Training Within Industry, War Production Board
H. D. Carey, Division of Contract Distribution

The meeting was called to order by the Chairman at 5:15 p.m.

### 1. San Diego

Chairman Babcock reported that on February 18 Mr. William Brodie, of San Diego, phoned him advising that a group of men, associated with Civilian Defense, had organized and discussed the need of making a labor supply survey, and the making of recommendations in connection with labor problems as affecting defense production. He requested that Mr. Babcock meet with the group on February 23, at a 7:30 breakfast meeting, and stated it was not clear whether or not the activity of the local group was in conflict with the work of our Committee.

Mr. Babcock went to San Diego Friday, February 20, and talked to Mr. Brodie. Shortly thereafter, he received a telephone call from Mr. Harnish, who had just been advised by Mr. H. D. Huxley that a wire had been sent to the War Production Board in Washington by Max I. Black, Executive Director of the San Diego Defense Council reading as follows:

"Civilian Defense Council has appointed a Labor Supply Committee. Information requested what can be expected in coming week regarding unemployment resulting from curtailments of various non-essential businesses so that we may ascertain men who may begin training for transition from peacetime production to wartime production. Air mail reply requested."

The above wire was quoted in a telegram sent to the Regional Labor Supply Officer by John J. Corson, Director of the USES, Washington, D.C., with the following request by Mr. Corson: "Please have Southern California Labor Supply Committee handle this problem."

Mr. Babcock then contacted Lt. Max I. Black, Capt. F. P. Traynor, and Lt. Smith, U.S.N. It was not clear in the minds of these gentlemen as to just what was proposed by the local group, but all of them stated they did not want to do anything which would duplicate our work, or conflict with it.

At Mr. Babcock's request, Mr. Harnish arrived in San Diego Sunday afternoon and met with Mr. Brodie and Mr. Brown, AFL, and Mr. Mathewson, manager of the San Diego office of the USES. Mr. Harnish discussed with Mr. Brodie contents of a copy of the War Industries Labor Market Survey for the San Diego Area, dated February, 1942, which was issued by the Research and Statistics division of the USES in Sacramento. Mr. Brodie subsequently stated that he could see no need for an additional survey, in view of the completeness of this study, and also because of the services being performed by the USES office in San Diego, with which these gentlemen were not conversant.

The question of dislocation of workers in San Diego was then brought up, particularly as to automobile, refrigerator, radio and other salesmen, and as nearly as we could ascertain, there are no pressing problems of displacement there, excepting possibly that relating to cannery workers, many of whom are aliens and therefore are not employable in war industries.

As a result of considerable discussion with these gentlemen, it is apparent that managers of USES offices should attend and be active in meetings of community groups where questions of labor supply, displacements, recruiting and clearance might come up for discussion.

At the breakfast meeting on February 23, there were present:

T. J. Lords, Building Contractors
R. E. Noonan, Electrical Workers #465
K. G. Bitter, Building Trades
H. C. Brown, Aeronautical Mechanics Lodge No. 1125
C. H. Batchelder, Consolidated Aircraft Corporation
Bill Brodie, Building Trades Council
Lt. Clifford E. Smith, U.S.N.R., Vocational Training, 11th Naval District
Lt. Max I. Black, U.S. Navy, San Diego Defense Council
Ray Mathewson, Manager, United States Employment Service, San Diego
Harry J. Jordan, San Diego State Teachers College
L. W. Wilson, Local 402
John W. Brown, President, Central Labor Council

Following a lengthy discussion, the San Diego group concluded that the work contemplated by them was a duplication of that being performed by the Southern California Industrial Area Labor Supply Committee, and the USES. However, Mr. Babcock and Mr. Harnish feel that the gentlemen comprising the San Diego group are outstanding leaders in the community, and that our Committee should avail itself of the advice, counsel and assistance of these men.

Upon motion duly made, seconded and carried, Chairman Babcock appointed the following sub-committee of the Labor Supply Committee to develop some workable plan for possible use in San Diego, in connection with labor supply matters there: Garner Beckett, Lt.Comdr. A.G.Berry, Lee R. Smith, Lloyd Mashburn, and H. R. Harnish.

It was agreed at the breakfast meeting of the San Diego group that a subsequent meeting would be held on March 3 for further discussion of the advisability of continuance of a San Diego committee, and that the Executive Officer of the Labor Supply Committee, and possibly other members thereof, will be in attendance.

Following the breakfast meeting, Mr. Babcock and Mr. Harnish conferred with several members of the Aeronautical Mechanics Lodge No. 1125, AFL, in their offices at 1054 Third Avenue, San Diego, and spent considerable time discussing the important job that labor is performing in the all-out production program, and further covered quite thoroughly the upgrading program in the aircraft plants being conducted by the TWI Division.

Some of the representatives of the union expressed dissatisfaction over the grievance procedure in effect in one of the major companies, and their inability to obtain immediate decisions covering discrimination against certain of their members. However, they feel that this may be remedied by the new grievance procedure agreed upon by the unions and employer, which will become effective in the near future.

## 2. San Bernardino

Mr. Babcock left San Diego on the afternoon of February 23 to attend and speak at an evening meeting of the San Bernardino Open Forum, held at the San Bernardino Junion High School. Approximately 500 persons were in attendance. Chairman Babcock discussed the program and problems of the Area Labor Supply Committee.

## 3. Shipyard Recruiting Proposal

After some discussion by the Committee of several points concerning the pending proposal of a plan for recruiting labor for the shipyard industry, a motion was carried to the effect that the sub-committee handling the details of the matter convene prior to the next LSC meeting, so that a revised draft of the proposal may be prepared and submitted, covering the points under consideration.

4. Central Aircraft Office

H. D. Huxley, Assistant Labor Supply Officer, stated it is anticipated that the new USES office, which will handle aircraft recruitment and placement activities for practically all the aircraft and related companies in Los Angeles County, will open March 2, 1942.

5. Las Vegas

Mr. Lee R. Smith made a report concerning his visit to Las Vegas February 18 and 19. He feels that the housing problem is a serious one, and will become more so as summer approaches. Due to the inadequacy of housing, the coming hot weather, and increase in employment in other areas, and also because of a lack of local supply of labor in Las Vegas, Mr. Smith is of the opinion that there will be difficulty in recruiting labor for Basic Magnesium, Incorporated, and the MacNeill Construction Company, the two main defense projects in that locality.

Mr. Mashburn said that he had talked with Mr. Larry MacNeill, of the MacNeill Construction Company, who states that they have had no difficulty in getting employees for their construction work, and do not anticipate any, and that they plan to provide adequate housing facilities as time goes on.

Mr. H. R. Harnish, who spent part of the week in Las Vegas, advised that Basic Magnesium, Incorporated, expects to begin production June 1. The company has been unable to secure an individual who is competent to make a job analysis study, and to record the results, covering all the tasks which will be performed in the production of its product. The processes at Basic will be the same as those used in a plant in Manchester, England. Mr. Harnish discussed with officials of Basic Magnesium, Incorporated, the activities of the Occupational Analysis Section of the USES, and found that the company was favorably impressed with previously demonstrated ability of the section in the Permanente Plant at Las Vegas. As a result, Basic Magnesium requested that the Occupational Analysis Section make available one of its Job Analysts to make a trip to Manchester, England, for the purpose of making a job analysis study there. This activity will enable the Basic Magnesium Company to set up job specifications for its plant production, thereby assisting immeasurably in labor recruitment activity.

After clearance with Mr. Blaine McCarter, of the Occupational Analysis Section, arrangements were made to assign Job Analyst Robert S. Duncan to Basic Magnesium. Mr. Duncan is therefore on leave from his USES duties, and has been employed by Basic Magnesium for a three-month period, at a salary of $650 per month, plus expenses. All arrangements for Mr. Duncan's departure for England by plane were made within twenty-four hours. This included handling by Col. Walter H. Adams of Mr. Duncan's request to his Draft Board for permission to be out of the United States for this period.

Basic Magnesium expressed its appreciation to representatives of the Labor Supply Committee, and to the USES, for prompt cooperation in assisting with this important problem. As a result of this unusual service, in addition to the expressed confidence by Basic Magnesium in the USES, the Company has agreed to place all orders for workers with the USES, as long as the agency is able to maintain service commensurate with its requirements.

It was agreed by the Committee that the labor supply situation in Las Vegas and recruitment service by the USES be watched very closely, to the end that the defense activities in that locality be given the best possible assistance.

## 6. New Assignment

Col. Walter Adams announced he has received word that he is to be relieved from his present Selective Service duties and will be assigned full time to activities of the Southern California Industrial Area Labor Supply Committee.

The meeting adjourned at 7:00 p.m.

# MINUTES OF THE FIFTH MEETING OF THE INDUSTRIAL AREA COMMITTEE OF NORTHERN CALIFORNIA

SAN FRANCISCO, CALIFORNIA
FEBRUARY 28, 1942
9:30 A. M.

WOMEN'S BUREAU
MAR 11 1942
DEPARTMENT OF LABOR

Organizations represented at this meeting were as follows:

Northern California Industrial Area Committee
- Geo. W. Davis, Executive Officer

Management
- Alexander R. Heron, Crown Zellerbach Corp.
- Harrison Robinson, Marchant Calculating Machine Company
- Walter Haas, Levi Strauss & Company

Labor
- Lee R. Smith, Regional Labor Representative
- Joseph Dillon, Congress of Industrial Organization

Agriculture
- Dr. George Hecke

Division of Contract Distribution Service
- John N. Barker

U. S. Civil Service Commission
- Harry T. Kranz

U. S. Army
- Lt. Col. C. C. Harshman, Ord. Dept.

U. S. Navy
- Commander G. H. Laird, Ret.

Visitors:

- Robert Donovan, Committee for the Conservation of Manpower in War Industries,
- Aylwin Probert, Training Within Industry
- Mary B. Perry, Children's Bureau, U. S. Dept. of Labor
- Lt. M. R. Clark, U.S.N.R.
- Lt. J. E. Sharkey, U.S.N.
- Dr. A. A. Douglas, State Dept. of Education
- George C. Bliss, Oakland Public Schools
- Virgil E. Dickson, Superintendent of Schools, Berkeley
- Paul Bryan, Superintendent of Schools, Albany
- B. O. Wilson, Superintendent of Schools, Contra Costa County
- Edgar E. Muller, Superintendent of Schools, Alameda County

Visitors (continued)

Pat Merrick, California State Chamber of Commerce
Jonathon H. Rowell, Citizens for Victory, Lawyers Committee
Robert Littler, Citizens for Victory, Lawyers Committee
Mathew O. Tobriner, Citizens for Victory, Lawyers Committee
F. S. Clough, California Processors & Growers, Inc.

The meeting was called to order at 9:40 a.m. by the Chairman, Mr. Alexander R. Heron, who introduced Mr. Robert Donovan, Regional Director of the Committee for the Conservation of Manpower in War Industries.

## I. Epidemic of Conjunctivitis in Shipyards

Mr. Donovan presented a report on the recent epidemic of conjunctivitis in the shipyards, pointing out that the ailment had been concentrated almost entirely in the Bay Area where 1,138 disabling cases occurred; with the exception of one Los Angeles plant reporting 112 disabling cases. The epidemic began December 6 and appeared to run its course in about a month, with an average ten-day duration of individual cases. A survey of first aid conditions in the plants indicates such facilities are satisfactory; goggles and helmets are sterilized before transfer to other workers, and the practice has been established of treating the eye cases in separate dispensaries to prevent spread of the infection. Cause of the ailment has not yet been determined, although it is believed due to a virus. The ailment could not be interrupted after infection set in--each case had to run its course--but there have been no reported cases of repetitions of the disease in the same individual. The few cases now being reported are of a much milder nature.

## II. Canning Industry

Mr. Robinson, referring to the 62,000 cards which had been mailed to former employees of the canneries soliciting prompt information as to their availability for work this year, reported that in a ten-day period 50 percent of the women had returned the cards while only 24.5 percent of the men had responded, indicating an average 37.57 percent total response up to the present time. An ultimate total return of 65 percent is expected for the women, and 40 percent to 50 percent for the men. A shortage of 50 percent is expected for the 1942 season as compared to the total for last year, in Northern Alameda and Contra Costa Counties. It is believed that many of those who did not return the cards are aliens subject to removal from certain prohibited areas.

Mr. Robinson pointed out that teen-age youths have been found to be very efficient cannery workers and that, irrespective of age, cannery wages are the same for designated jobs. He stressed the fact that, due to the heavy demands now being made on this particular industry as an adjunct to the war activities, everything possible must be done to provide the necessary labor to handle the expanded cannery production. He stated that the over-all total employment involved in Northern and Central California is 38,000 based on a 70 percent basis.

Mr. Heron pointed out that if the expected shortage is reduced from 50 percent to 40 percent, the canning industry faces a shortage of approximately 25,000 workers this year. He called attention to the cooperation of the Commissioner of Labor Statistics, the State Department of Education and the Federal Children's Bureau in coping with the problem of adjustments necessary to make the services of minors available to the canning industry at the times when such labor is needed. He stated that it would be necessary for the U. S. Department of Labor to waive some requirements of the Public Contracts Act which prevent the employment of minors under normal conditions on work which is on Government order. Miss Perry stated that, although she was not able to make an official announcement regarding the Public Contracts Act, there was every reason to believe that the age limit would be changed to 16 for both boys and girls, instead of the present limit of 16 for boys and 18 for girls.

It was explained that arrangements have been concluded which provide for an overall agreement between the employer and the schools which will permit a minor, upon presentation of an identification card showing date of birth, to be employed at once. Miss Perry pointed out that the identification card would be an indication to the unions of age and qualifications for work.

In reply to Mr. Muller's statement that there should be no encroachment on child labor laws and that conditions should be allowed to return to normal after the emergency, Mr. Heron stated that the policy of the Committee was 100 percent in line with Mr. Muller's statement, but stressed the necessity of relinquishing some of our standards of living and certain civil liberties in cases where such sacrifices will enable this country to accomplish its war aims rapidly and effectively, as necessary adjustments can be made when we return to normal conditions.

Mr. Heron outlined the tentative plan of going into the upper levels of high schools, junior colleges and universities the latter part of March through a colorful campaign to stimulate voluntary enlistment of students to work in the canneries during vacation. He pointed out that the pressure on schools for defense training need not conflict with this proposed campaign. In the cannery enlistment drive, boys and girls will be required to enlist under the conditions existing in the respective canneries; they will be expected to join the union and will be paid the going wages.

Mr. Wilson suggested that the school year be organized on a quarterly basis, with compulsory attendance at any three of the four quarters. Dr. Douglas stated that this provision already exists in the law; that it is possible for the schools to operate on Saturdays to meet scholastic requirements, or to shorten and omit holiday vacations.

It was agreed that it would be advisable for members of the school group and others interested in the plan to meet with a representative of the Area Labor Supply Committee at 9:30 a.m., Wednesday, March 4, for a further discussion of the proposed enlistment program for students, after the educational representatives had held a conference concerning the points brought out in the Area Committee meeting. Mr. Bliss, Dr. Douglas, Mr. Merrick, Dr. Hecke, and Mr. Robinson were appointed to meet on Wednesday with Mr. George W. Davis, Executive Officer of the Area Committee.

The Chairman called on Mr. Merrick to outline current labor supply developments in connection with the harvest problem. Mr. Merrick reported that a special committee of the Chamber of Commerce had been established to study problems arising with respect to the eight-hour law; section 10-D of the Manufacturing Code; employment of minors; the question of school vacations; the Wage and Hour Law; the Walsh-Healy Act; and the California Unemployment Compensation Act. He reported the establishment of a statewide agricultural committee, which is now operating in its preliminary stages. He mentioned the difficulties confronting the farmers brought about by the exclusion of migratory labor as a major source of farm workers; the alien problem which has deprived the farmers of many of the former workers; the effect of the Selective Service Act which is withdrawing military eligibles from the labor market; the competition of war industries, involving the inability of farmers to compete with such wages and working conditions; and the unionization problem.

Mr. Littler, representing the "Citizens for Victory" group, briefly outlined to the committee the plan of his committee, designed to further the cooperation between industry and labor, to stimulate general realization of the war emergency, and to work toward the elimination of jurisdictional disputes. He asked for the reaction of the Area Committee regarding the plan, which principally involves the shipbuilding industry. Mr. Rowell, also representing the "Citizens for Victory" committee, asked that a member of the labor supply committee accompany them in approaching the shipyards with the plan. (Mr. Rowell gave the Chairman a copy of the proposed plan for later review.)

The Chairman suggested that the "Citizens for Victory" committee obtain a statement of attitude from a sufficiently large section of organized labor, a similar reaction from at least one major employer interested in the plan; and that the labor supply committee at that point would be glad to invite representatives of the shipyards to meet with the committee and with the Citizens for Victory group to discuss the plan.

Mr. McGuire of the Warehousemen's Union presented to the committee the problem of wage differential between the rates now being paid by the War Department to dock seamen employed through Civil Service, and the prevailing union wages for identical work in this area. He pointed out that the War Department contends the going wage in the community is 75¢ per hour for a ten-hour day; whereas the prevailing wage is actually 85¢ per hour for warehousemen and 95¢ per hour for ice storage plants, on the basis of an eight-hour day.

Mr. Heron suggested that the latest information be obtained from Mr. Keegle when he is in San Francisco the following week; that such data be turned over to Messrs. Dillon, Smith, and Kranz for discussion and presented at the next committee meeting.

Mr. Heron called for the nomination of an acting chairman to preside at committee meetings during his absence from the city. A motion was presented by Mr. Robinson, supported by Commander Laird, that Mr. Haas be designated as Acting Chairman. The motion was put to vote and carried unanimously.

The meeting adjourned at 12:35 p.m., with the following Saturday, March 7, designated as the next meeting date.

# TWENTY-SECOND
# MEETING OF THE
# SOUTHERN CALIFORNIA INDUSTRIAL AREA
# LABOR SUPPLY COMMITTEE
# LOS ANGELES, CALIFORNIA

March 2, 1942

## Members Present

PUBLIC
David T. Babcock, Chairman, Blyth & Co., Inc.

MANAGEMENT
Garner Beckett, Riverside Cement Company
Frank Barnhill, Charles R. Hadley Company

LABOR
John Despol, Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL
Lee R. Smith, Regional Labor Representative, Labor Supply Committee, Region XII

SELECTIVE SERVICE HEADQUARTERS

Col. Walter H. Adams, U. S. Army
Lt. Comdr. A. G. Berry, U. S. Navy

## Visitors

H. D. Carey, Division of Contract Distribution, War Production Board
Charles Fishburn, Training Within Industry Division, War Production Board

The meeting was called to order by Chairman David T. Babcock at 5:00 p.m.

## 1. Transportation Problem

Chairman Babcock brought up the matter of the approaching shortage of transportation facilities for workers, due principally to curtailment of rubber. Aircraft companies are greatly concerned, as are other war production industries, as well as workers themselves.

At a meeting of the City Defense Council in Los Angeles on March 2, at which Mr. Babcock was present, discussion was had concerning the following two suggested plans for alleviating the pending shortage:

1. Staggering of working hours of mass employment crews, including public departments, to enable available traction equipment to carry maximum pay loads.

2. Trading of workers (with equal skills) between aircraft plants, and other defense industries where necessary, in order to reduce the average distance between work and homes.

   It has been reported that about 3,000 Lockheed workers live in the Santa Monica area, and that an approximately equal number employed at Douglas, in Santa Monica, commute from the general vicinity of the Lockheed plant in Burbank.

There are a number of civic groups (in addition to the Railroad Commission) making a study of the transportation emergency. Discussion by our Committee resulted in the suggestion that it will be necessary to coordinate the activity of these groups, so that a solution to this serious problem may be expedited. Mr. Barnhill will procure information as to what action the Chamber of Commerce is taking in this connection, and the matter will be discussed further by the Labor Supply Committee next week.

2. San Diego

Further consideration was given to the question of whether or not there is a need at this time for establishment of a labor supply committee in San Diego. The outstanding facts, as developed in the Committee meeting in Los Angeles on February 24, were reviewed -- namely, first, that a "War Industries Labor Market Survey for the San Diego Area," issued by the USES, is an excellent coverage, and was deemed to be adequate by representatives of the San Diego Civilian Defense Council; and second, that there is at present no serious displacement problem at San Diego.

It was brought out that several of our Committee members have fairly close contact with San Diego activities -- Mr. Mashburn through the Building Trades Council, AFL; Mr. Despol, through the CIO; Mr. Babcock through various sources, Blyth and Company, Inc., of which he is Vice President, having a branch in San Diego; Mr. Beckett, as President of the San Diego Water Company; and Mr. Harnish, through the USES office.

It is felt that if serious labor supply problems do arise in San Diego, an informal arrangement can be made to handle the situation, through our Committee, with the advice of any one or of all the members of the San Diego group, which can be called together at that time.

Executive Officer H. R. Harnish will meet with a group of San Diego men at 7:30 a.m. March 4, to present the thoughts of the Labor Supply Committee on this matter, and to extend full cooperation for future activity, as required.

3. Employment of Women in Defense

Mr. A. A. Shanks, Labor Commissioner Carrasco's assistant, made an inspection trip through Consolidated, in connection with employment of women there. Mr. Babcock, at

Mr. Shank's request, accompanied him on a similar tour of the Vultee plant, and through some departments at Douglas Aircraft. It is quite evident, from personal observation in the plants, that women are being employed for the most part for work requiring finger dexterity.

Mr. Shanks left the impression with Mr.Babcock that while he would not favor a blanket order that women be permitted to work longer shifts, merely at the discretion of the employer, he did feel that in specific cases proven to be justifiable, a relaxation of the rule pertaining to employment of women is desirable in defense industries.

4. Shipyard Recruitment Plan

A brief discussion was had regarding the "Tentative Proposal Relative to the Employment of Shipyard Workers." It was requested that the proposal be re-copied to include some changes recommended by the sub-committee handling the matter.

Preliminary steps have been taken by Mr. Mashburn and Mr. Despol toward contacting the labor unions affected by the proposed plan, in order to procure their approval or comments. It was agreed by the Committee that no further action should be taken by it until Mr. Mashburn and Mr. Despol can make a final report as to acceptance or rejection of the proposal by the unions. This matter is to receive immediate attention in order that no unnecessary delay will occur in placing the program into effect.

5. Displaced Workers

Mr. Harnish suggested that the sub-committee now working on the shipyard proposal -- namely, Messrs. Garner Beckett, Lloyd Mashburn, Col. Walter H. Adams, John Despol, and H. R. Harnish, also give consideration to a plan which can be recommended to the United States Employment Service for the handling of displaced workers. It is possible that some type of arrangement whereby the proposed unit set up for employment of shipyard workers can be augmented and can provide for centralization of application cards of all displaced workers in the Los Angeles area. Such an arrangement, if properly developed, would assure consideration of referral of the displaced workers, regardless of which local USES office had received the applicant's original application for work.

6. Birth Certificates

Chairman Babcock read the following memorandum directed to Mr. H. R. Harnish from John Upshur Smith, Acting Regional Representative, San Francisco, dated February 24, 1942:

> "Thank you for your communication of February 11 to which you attached a letter from Mr. Leo E. Anderson to Mr. Frank Cole of the Los Angeles Chamber of Commerce, in which he proposes that a unit be established in various Employment Office which could give information to applicants concerning the methods of securing birth certificates.

> "We believe the proposal has considerable merit and we have forwarded it to the U. S. Employment Service in Washington with the request that it be reviewed there and, if acceptable, a review be made of the various laws and a manual prepared. We suggested that the manual be made available to all Employment Offices, or at least to all those in war production areas."

7. Agricultural Labor Shortage

A suggestion was made at the Committee's meeting of February 16 that it would be well to investigate the possibility of assigning conscientious objectors to the harvesting of agricultural crops in an endeavor to lessen the shortage of workers in that important activity.

The February 6 minutes of the Regional Labor Supply Committee include the following comments on the subject:

> "In connection with the question raised in the January 9 meeting regarding the use of conscientious objectors as an additional source of farm labor, Mr. Bryant read a communication from the Employment Service headquarters in Washington stating that a plan of procedure is now being prepared in collaboration with other government agencies. The plan in general provides that, where conscientious objectors desire to take farm employment rather than remain in camp, their services may be so used. The Employment Service will be responsible for selecting places of employment for these individuals; and the matter of proper supervision, wages paid, and other such items will be the responsibility of other agencies.

Having read the February 6 minutes of the Regional Labor Supply Committee, Mr. Garner Beckett directed the letter quoted below to the Executive Officer, on February 27:

> "I am returning the copy of Minutes of Region XII, Labor Supply Committee.
>
> "The use of conscientious objectors as an additional source of farm labor under the plan now being considered by Employment Service and other government agencies in Washington, providing that 'where conscientious objectors desire to take farm labor employment rather than remain in camp, their services may be so used' is of more than passing interest.
>
> "As I understand it, a conscientious objector is a draftee whose religious beliefs are such as to prevent active military service. These religious scruples are legally recognized to the extent that instead of being inducted into the Army as are other draftees, he is separately classified. But he has no more right than any draftee to be placed

> where he 'desires,' or to do the kind of work which he 'desires.' If this principle is to be applied to the conscientious objector, does it not have equal application to the draftees in military service. Let them each decide whether they want to go over seas, be in the infantry, the kitchen, or an aide to the General.
>
> "It is my opinion that it should be definitely suggested to Employment Service headquarters in Washington that these conscientious objectors be organized into traveling units of migratory farm labor. This might correspond roughly to company organization in the Army. Being similar to the Army unit, they can move from place to place, with field kitchens, tents, etc. Orders for movement of the respective units could come through the Employment Service as critical need for farm labor is indicated in various localities. Permanent barracks heretofore constructed and now utilized by the conscientious objectors, can be turned over to the Army, which undoubtedly will find use for these comfortable accommodations.
>
> "This is a radically different conception from that under consideration in Washington. Merely to let the conscientious objectors who so 'desire' go out and work on private farms - and, I presume, alter their 'desires' if bed and board are not to their liking, - is not, in my judgment, a complete solution. I believe that the individual farmer can pretty well take care of himself. But the big problem is to supply migrant labor in a particular locality for a brief period during the harvesting season.
>
> "If you think well of this approach to mass utilization of conscientious objectors, I think the matter should be reflected to Employment Service in Washington.
>
> "Sincerely yours,
>
> Garner A. Beckett"

Chairman Babcock read Mr. Beckett's letter to the Committee, and a discussion of the comments and suggestions contained therein took place. It was the concensus that the letter expresses the thoughts of the Committee on the subject, and upon motion duly seconded and carried, the letter is being forwarded to Mr. Bryant, Regional Labor Supply Officer, San Francisco, with the request that consideration be given to the suggested action as set forth in paragraph four of Mr. Beckett's letter, quoted above.

## 8. Aircraft Industry -- Skilled Workers

Some discussion has been had previously regarding use of skilled workers, now employed by the moving picture industry, in the aircraft industry.

In this connection, the Committee has been advised that Lockheed-Vega Aircraft Company and motion picture officials have agreed upon an experimental plan whereby a sub-contract will be given to a motion picture group for the production of certain airplane parts, requiring use of skilled machinists. The motion picture workers are now employed only 36 hours per week. Under the proposed plan, by extending the work week, approximately 3,000 man-hours per week will be available for aircraft production by these skilled workers. Mr. Wayne, of the Motion Picture Studio Machinists Union, and Mr. Holman, representing the employers (the studios), are working out details of the plan.

The meeting adjourned at 6:15 p.m.

# MINUTES OF THE SEVENTH MEETING OF THE INDUSTRIAL AREA COMMITTEE OF NORTHERN CALIFORNIA
## SAN FRANCISCO, CALIFORNIA
## MARCH 7, 1942
## 9:30 A.M.

Organizations represented at this meeting were as follows:

Northern California Industrial Area Committee
    H. D. Huxley, Acting Executive Officer

Management
    Harrison Robinson, Marchant Calculating Machine Company
    Walter Haas, Levi Strauss & Company

Labor
    Lee R. Smith, Regional Labor Representative
    Joseph Dillon, Congress of Industrial Organization

Agriculture
    Dr. George Hecke

U. S. Employment Service, California Division
    Charles F. B. Roeth

Division of Contract Distribution Service
    John N. Barker

U. S. Army
    Lt. Col. C. C. Harshman, Ord. Dept.

U. S. Navy
    Commander G. H. Laird (Ret.)

Visitors:

    Aylwin Probert, Training Within Industry
    John O'Conor, Work Projects Administration
    Dr. Omar Mills, Farm Security Administration

Mr. Haas, Acting Chairman in the absence of Mr. Heron, called the meeting to order at 9:35 a.m. and presented Mr. Huxley who will act as Executive Officer of the Committee during Mr. Davis' absence.

## I. Employment of Aliens

Mr. Huxley presented the following letter from the Chief of the Employment Service Division relative to discrimination against the employment of aliens:

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"For your information and appropriate action we quote the following two paragraphs from a memorandum sent to us by the Administrator's office:

> 'The Attorney General's Office has forwarded to us a copy of a letter from John W. Bonner, District Attorney of White Pine County, Ely, Nevada, in which he states that the Nevada Consolidated Copper Company has laid off ten Italians and one German 'at the request of an employees committee who requested that such be done as they refused to work with Japanese, Italian and German aliens'. All Japanese nationals, about 100, in his district have been interned by the F. B. I.
>
> 'The District Attorney states that the Copper Company knows that the employment of aliens is not prohibited by law or regulations but the company refuses to employ them if other employees object to work with them.'

"We realize that men working underground have good reason to be quite concerned about the possibility of sabotage. We feel, however, that this problem should be considered by your Labor Supply Committee. It may be that if the miners were acquainted with the work of the F. B. I. on their behalf they might not be quite so concerned as they apparently are at the present time."

This matter was turned over to Mr. Joseph Dillon for investigation and a report will be made at the next meeting of the Area Committee.

Mr. Lee Smith pointed out that there had been reports that some of the Metal Trades Councils are refusing to refer aliens. Mr. Smith is now investigating this matter and will present a complete report at the next meeting of the Committee.

## II. Developments in Labor Supply Program for Canning Industry

Mr. Robinson pointed out that the statement appearing in the minutes of the last meeting to the effect that there would definitely be a 50 percent shortage of labor in the canneries during the coming season was incorrect; that figure was not presented as a definite statement but only as a computation made rather erroneously from graphs. He pointed out that there can be no definite statement of the actual shortage that is expected.

Results of the survey being conducted through the medium of postcards mailed to all employees who worked in the canneries last year, indicate that the shortage of male labor is going to be rather acute. The returns thus far indicate that there will apparently be no acute shortage in the early spring corps, but that the shortage of labor during the peak period (apricots and peaches) will be severe.

Mr. Robinson then presented the following report, submitted by Mr. Davis, on the meeting of the sub-committee appointed by the Area Committee at its meeting on February 28:

> "The labor shortage and need for planning the survey and recruitment, particularly in the schools, was described.
>
> "A calendar of school vacation periods for Oakland was presented and the general belief was that all East Bay Schools, and probably San Francisco, would conform to a vacation period of approximately June 12 to September 15, or as adjusted to meet the canning labor needs.
>
> "A plan for participation in labor supply by the schools was also presented and it was agreed that all interested agencies such as the Area Labor Supply Committee, the State Farm Labor Committee, the State Chamber of Commerce, and the schools would coordinate their program for survey and recruitment of labor for both growers and processors, with the U. S. Employment Service as the operating agency.
>
> "It was pointed out that data on the availability of labor for agriculture has not been compiled, nor is there any data on the requirements for such labor. It was suggested that such data be compiled immediately."

Mr. Robinson pointed out that there had been another meeting of this sub-committee with representatives of the Technical Sub-Committee of the Farm Labor Committee in Berkeley on March 6. Dr. Omar Mills reported on that meeting as follows:

The meeting was called primarily for a discussion of the place of the schools in registering and making the students available for both processing and farm labor. It was generally agreed that the Employment Service would design a card for registration and print it in sufficient quantities to serve the State. These cards would be sent out to school superintendents through the State Department of Public Instruction and the schools themselves would register all students of high school and junior college age that could be induced to register. This registration would be in duplicate with the school retaining one copy of the registration card and the other copy being forwarded to the Employment Service. The details of this plan are to be worked out between the Employment Service and the State Department of Public Instruction immediately.

Dr. Mills pointed out that the Employment Service would call on the schools for a certain number of students. The school would then get in contact with students who had registered as being willing to work and refer them to the Employment Service who in turn would refer them to the job vacancies.

Dr. Mills also pointed out that Professor Adams has started work on the compilation of data as to the requirement for agricultural labor which follows the suggestion of the sub-committee of the Area Committee made at their meeting on March 4.

The question of union dues and membership for students who may work in the canneries was brought up and Mr. Smith stated that he would contact Mr. Dan Flanagan, Head of the Canners and Process Workers Union, discuss this question with him and present a report at the next meeting.

Mr. Robinson then pointed out that it might be advisable to limit the campaign for workers in agriculture and canneries to local areas rather than conduct a state-wide recruitment program as it would be wise to avoid building the general public up to a great emotional height.

The Committee was in agreement with this view point and it was decided that no general publicity campaign would be made, but that it would be handled by communities as the need arose.

## III. Developments in the Ship Building Industry

Commander Laird read the following communication from the Secretary of the Navy to the Commandant of the Twelfth Naval District:

> "SO THAT THERE WILL BE NO FURTHER MISUNDERSTANDING IT IS THE POLICY OF THE NAVY DEPARTMENT THAT ALL CONTRACTORS AND SUBCONTRACTORS ENGAGED IN PRODUCTION OF MATERIAL FOR THE NAVY SHALL WORK THEIR PLANTS AND TOOLS TO THE LIMIT OF AVAILABLE WORKERS SUPERVISORS AND MATERIAL TWENTY FOUR HOURS PER DAY SEVEN DAYS PER WEEK AND IN SO FAR AS IS POSSIBLE THEIR INDIVIDUAL EMPLOYEES SIX DAYS ONLY PER WEEK X PAY FOR EMPLOYEES OF PRIVATE PLANTS WILL BE IN ACCORDANCE WITH ACCEPTED LABOR AGREEMENTS X IT IS CONSIDERED THAT TIME AND ONE HALF FOR ALL OVERTIME IS SATISFACTORY COMPENSATION AS ALREADY PROVIDED IN MANY LABOR AGREEMENTS X NEVERTHELESS URGENCY OF WAR PRODUCTION NOW IMPERATIVE PLACES NAVY DEPARTMENT UNDER NECESSITY OF ACCEPTANCE FOR REIMBURSEMENT OF PAYMENTS FOR OVERTIME EXCEEDING TIME AND ONE HALF IN ACCORDANCE WITH EXISTING LABOR AGREEMENTS UNTIL LABOR ORGANIZATIONS INVOLVED RECOGNIZE NECESSITY FOR REASONABLE OVERTIME COST TO PERMIT THE MAXIMUM PRACTICABLE APPLICATION OF GOVERNMENT FUNDS TO EXTEND THE PRODUCTION OF WAR MATERIAL X"

It was pointed out that this policy follows the general policy of the President outlined some time ago, and is an effort to make possible the most economic use of funds granted for production of war supplies and equipment.

Mr. Smith pointed out that the shipyards had already agreed to waive overtime at double time on Sundays but not for the seventh day. He announced that the Todd-California and Richmond Shipbuilding Corporations have worked out arrangements for the three shifts a day, seven days a week program that have been approved by the Metal Trades Councils and it is hoped that continuous operation can be started by Sunday, March 15. The other shipyards are working on this problem and it is hoped that they will also be in a position to go on the twenty-four hours a day, seven days a week, basis of operation within the near future.

Colonel Harshman reported that the shipyards are now distributing cards requesting certain information from their employees with regard to their draft classification in order that some idea may be had of the number of replacements it will be necessary to train as a result of the demands of the armed forces. He pointed out that the shipyards are tabulating and compiling all the data obtained as the result of this survey and will present the final figures to the U. S. Employment Service and the Area Committee.

It was pointed out that information was being given to employers through the medium of personal contact that those liable to military service are all those now registered and classified I-A, potential I-A, I-B, I-H, II-A, II-B, IV-A, and all aliens (classified IV-C) who are citizens of countries at war with the Axis, or neutrals, whether they have taken out first citizenship papers or not, and it was agreed that such information should be given to employers whenever possible in order that they might be aware of the fact that employment or training of a person in one of the above classifications would, of necessity, require the employment or training of a replacement when such a person is called into military service.

It was decided that the members of the committee would inform any manufacturers they might have personal contact with of the value of such a survey and refer them to Col. Harshman for full information. Each committee member was furnished with a copy of the card being used by the shipyards so as to keep future surveys, that might result from their contacts, uniform.

## IV. Miscellaneous

Mr. Haas presented information submitted by Commander Laird regarding the erroneous statements issued by the press relative to Labor Supply and demand. It was decidedthat Mr. Huxley should contact the press with the request that they make every effort to avoid exaggeration and be more factual in their presentation of such information.

In accordance with the minutes of the last meeting of the Area Committee, Mr. Smith reported that a thorough investigation of the differential in the rate of pay to warehousemen had been made and that the wages for warehousemen in this area, employed through Civil Service, were set up by a wage board composed of three Army officers and three civilians, responsible to Colonel Mellam of the Quartermaster Corps. A meeting with the Chairman of the Wage Board was arranged and there were present Major Shirley, a member of the Wage Board; three representatives of the C.I.O.; Mr. Kranz, of the U. S. Civil Service Commission; and Mr. Smith. The decision reached at this meeting was that the employees should reduce their claims to writing and submit them to the Board who would be glad to consider these claims and make recommendations to Colonel Mellam. Mr. Kranz explained very carefully and thoroughly how rates of pay were set up when the Government is involved. Further report on this matter will be made when final settlement is reached.

Mr. Huxley pointed out that the Regional Labor Supply Committee is charged with the responsibility of review and evaluation of the pre-employment training programs in Region XII and that that responsibility had been delegated to the Area Committees for their respective areas. A sub-committee composed of Mr. Harrison Robinson, Chairman; Mr. George Davis, Executive Secretary; Mr. Joseph Dillon; Mr. Al Wynn; Colonel Harshman; Commander Laird; and any other member the sub-committee may choose to appoint (preferably a representative of the shipbuilding industry) was appointed to investigate the pre-employment training programs in the Northern California Industrial Area and present its findings and recommendations to the Committee as soon as possible.

The next meeting was scheduled for Saturday, March 21, 1942, and the meeting adjourned at 12:00 noon.

# TWENTY-THIRD MEETING OF THE SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE
## LOS ANGELES, CALIFORNIA

March 9, 1942

### Members Present

**PUBLIC**
David T. Babcock, Chairman, Blyth & Co., Inc.

**MANAGEMENT**
Garner Beckett, Riverside Cement Company
Frank Barnhill, Charles R. Hadley Company

**LABOR**
John Despol Steel Workers Organizing Committee, CIO
Hugh Campbell, representing Lloyd Mashburn, L. A. Building Trades Council, AFL

**OUSW LIAISON OFFICER**
Col. Walter H. Adams, U. S. Army

**SELECTIVE SERVICE HEADQUARTERS**
Lt. Comdr. A. G. Berry, Jr., U. S. Navy

H. R. Harnish, Executive Officer

### Visitors

Arthur E. Wood, Area Supervisor, United States Employment Service

The meeting was called to order by the Chairman at 5:15 p.m.

### 1. Agricultural Labor Shortage

Chairman Babcock read the following letter, dated March 9, 1942, from Lt. Comdr. A.G.Berry, Jr., under the subject, "Use of Japanese on Crop Harvesting":

> "From discussions before the Committee it is apparent that there is a very distinct labor problem in regard to agriculture in this and adjacent States due to the possibility of the removal of Japanese from their farms, due to induction of Filipinos into the Army and due to the induction of Mexicans into the Army and the return of Mexicans to their homeland.
>
> "At the present moment it appears that the Army contemplates an early removal of all Japanese, both aliens and citizens of the United States, to localities away from the Coast. The problem of their ultimate location is apparently still unsolved. At the same time it would seem that it might well be a subject for study by this Committee to determine if anything could be worked out

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> so that the least dangerous Japanese could be utilized in assisting in agricultural work by being moved from place to place by groups following the harvest and under guard at all times.
>
> "Japanese aliens, of course, who are considered at all dangerous should be locked up. Others, however, would not come under this category and two problems would be solved, one, what to do with the so-called loyal Japanese, and, two, furnishing a labor supply in agriculture which has now been depleted as outlined above."

After some discussion, upon motion duly made, seconded and carried, Lt. Comdr. Berry's letter will be forwarded to the Regional Labor Supply Committee, with the request that consideration be given to the suggested action contained therein.

2. Relaxation of Labor Rule

On March 14, 1942, at 10:00 a.m., the Industrial Welfare Commission will hold a public hearing relative to the wages and hours of work and standard conditions of labor to be fixed by the Commission for the manufacturing industry. The meeting will take place in Los Angeles.

In this connection, Chairman Babcock recalled to the Committee the fact that some time ago a recommendation was sent by it to the Industrial Welfare Commission to the effect that upon proper certification relaxation should be made, for defense workers, of the rule which now prohibits employment of women, except upon payment of time and a half, between the hours of 11:00 p.m. and 6:00 a.m. Mr. Babcock asked the Committee members if they were still in agreement with that recommendation. Following a statement by Mr. Despol that he felt our group should maintain its original recommendation on this matter, the other Committee members also expressed agreement.

In order that the Committee be represented at the hearing on the 14th, it was decided that Mr. Despol, Lloyd Mashburn, Col. Walter H. Adams, and H. R. Harnish should attend.

3. Employment in Defense Industries of Women Minors

It has come to the attention of the Committee that it has been recommended to the Industrial Welfare Commission that women, who are minors, be prohibited from working between 12:00 midnight and 6:00 a.m., under any circumstances, and that the word "minor," in this connection, would apply to men under 18 and women under 21.

The Committee has been asked whether or not it feels that prohibition of employment of women between the ages of 18 and 21, in defense industries, during the period 12:00 midnight to 6:00 a.m., would interfere with the war production program. Two of the important points brought out in the discussion of the matter are:

1. Young women graduating from high school at 18 years of age, in many cases haven't the necessary credits to permit college entrance; some do not wish to go to

college; others are prevented by economic reasons. If not permitted to work between the hours of midnight and 6:00 a.m. in war industries, which are employing women, discrimination against this group as regards employment would result.

2. Defense industries, requiring three shifts, would be handicapped by a restriction of employment of women between 18 and 21 years during the hours indicated. There are certain tasks, such as electrical wiring, requiring finger dexterity, at which women are more adept than men, and a number of companies have women performing this work during the day. It would be extremely impractical to put men on this work for the night shift (particularly older men, who will have to replace the young men called by the draft).

It was concluded by the Committee that such prohibition of employment of women, as indicated above, would handicap defense production, and that at the Industrial Welfare Commission hearing on March 14, our representatives should convey to the Commission the Committee's recommendation that the manufacturing order should be predicated on employment of persons 18 years of age, whether male or female.

## 4. Report of Arthur E. Wood, Area Supervisor, USES, on Central Aircraft Office

Although this office, at 2100 South Figueroa Street, Los Angeles, opened March 4, 1942, it may be said that the first day of normal functioning of the office was March 9. Hiring representatives of the major employers were actually established in the office on the opening day, but employers holding sub-contracts have been moving into the quarters more gradually.

It is interesting to note that with the opening of this office, orders have been received from sub-contractors (other than those actually working in the office) who have not used facilities of the USES previously.

Operation procedures are smoothing out. The matter of fingerprinting has caused some little delay, but arrangements are being made to speed up this activity. Due to the fact that there is at present a temporary lull in hiring requirements at several of the major plants, actual placements through this office to date have been nominal. However, as stated, this is a temporary situation. Mr. Wood stated that referrals to the hiring units for Saturday, March 7, and Monday, March 9, totaled 574.

The figures set out below represent the number of applicants who applied at the Central Aircraft Office during the first four days of its operation:

March 4, 1942 - 3896
March 5, 1942 - 5091
March 6, 1942 - 3483
March 7, 1942 - 1523

Several telephone calls from aircraft plants indicate that very few, if any, persons have been applying for work at the gates of the companies, indicating that applicants are coming directly to the Central Aircraft Office.

During the discussion of the activities of the Central Aircraft Office, several members of the Committee indicated that our group is extremely interested to see that no discrimination shall be made in hiring practice by the aircraft industry against local residents on account of age or minor physical disabilities. Mr. Wood stated that there has been no such discrimination, generally speaking, but that if the Committee wished, he would be glad to have a spot survey made, through orders on file with the USES in Los Angeles County, and would furnish the results thereof to our group. The Committee expressed its appreciation of this suggestion, and invited Mr. Wood to attend its next meeting on March 16, to present results of the study.

5. Expansion of Plant Personnel

Some of the Committee members raised the point that employers have contacted them, stating they are unable to plan properly the expansion of their plant personnel, due to the indefinite induction program of Selective Service. It is the opinion of a majority of the Committee that a more definite program by Selective Service, as to induction of selectees, as well as deferment thereof, would prove most helpful to employers.

6. Transportation

Lockheed-Vega Aircraft Company has made a transportation survey which indicates that there are 33,000 cars per day moving into their plant locations, each car carrying 1,6 persons, with an average of 20 miles per round trip. (The maximum for one trip is 110 miles each way.) Mr. Gross, President of the corporation, states that they have several plans under consideration toward alleviating the seriousness of the problem. The Lockheed survey estimates there are between 2200 and 2400 of their employees living within walking distance of the Douglas Aircraft plant at Santa Monica, and vice versa.

The Los Angeles Chamber of Commerce and the California State Railroad Commission have launched, jointly, a comprehensive public transportation survey of more than 500,000 employees in 150 plants of 500 or more workers in Los Angeles. Investigating the individual facts concerning each employee and his transportation, the survey will tabulate the whole mass and thereby will furnish a basis for further recommendations.

Survey cards have been printed for each of the employees to learn where they live, how they travel, condition of private autos and tires, and how long such conveyances may be expected to operate. This information will be compiled by trained statisticians and tabulated on maps as the basis for a solution of the problem, according to a statement made by Mr. Harley E. Andre, chairman of the Chamber's transportation committee.

Mr. Barnhill stated that it is felt that the Los Angeles Chamber of Commerce is now making headway in its effort to ascertain pertinent facts as to the pending shortage of transportation facilities. He will follow this matter through the Chamber of Commerce and report further to the Committee, so that we may take any steps possible in order to assist with this serious problem.

Mr. Hugh Campbell, attending the meeting in place of Mr. Mashburn, voiced the thought that perhaps an extended housing program in the vicinity of the aircraft plants would be the logical solution of the problem.

A Town Hall sub-committee group is investigating the housing and transportation problem. In view of our Committee's interest in these matters, it was suggested by Mr. Beckett that one of our group attend a meeting of the Town Hall sub-committee during the week, and it was accordingly decided that Col. Walter H. Adams would represent our Committee.

7. Report of the Executive Officer

(1) Employment of displaced workers:

(a) Mr. Harnish stated that at the request of Mr. John Despol, member of this Committee, he attended a meeting on March 5, at the CIO Hall. Several business agents of the various CIO organizations were in attendance.

At this meeting, Mr. Harnish was advised that General Motors Corporation, of Los Angeles, has received a sub-contract from Cadillac Motors, Detroit, to manufacture tanks. General Motors, it is understood, will use up to 80% of the workers previously employed by them. However, no information is available here as to whether the work will be an assembly job, or complete manufacture. It is, of course, important that this Committee have information as to the nature of the contract, in order that it may make recommendations for immediate establishment of pertinent pre-employment training classes. Also, those displaced automobile workers who are now taking pre-employment training for aircraft work, and who expect to be re-hired by General Motors on this tank contract, should be transferred to properly designated training classes.

The Committee has also been advised that Chrysler Motor Company will in all probability obtain a sub-contract for the manufacture of some type of aircraft parts, the plant to be in operation some time in July. However, the company has not verified this information as yet.

(b) Mr. Harnish reported that at a meeting with several representatives of the CIO, which he was requested to attend, he was advised that some 750 workers of the Ford Motor Car Company at Wilmington were expected to be laid off. In order that some orderly plan of registration for placement elsewhere would be available for these displaced workers, Mr. Harnish completed procedures with the USES to take care of the matter. Subsequently, however, it developed that practically the entire group at Fort Motor Car Company had already been discharged, only a few of the men being at the plant on clean-up work. This misinformation, of course, led to confusion and futile planning. The plan is being revised, and the USES will contact Mr. Patterson, Business Agent of the Ford Company, to see what can be worked out toward placement of the displaced workers.

In this case, as well as several others recently, it seems that interested parties who desire that action be taken by the Labor Supply Committee have called several individual members, requesting that certain action be taken on identical matters. This, of course, also causes confusion, duplication of effort, and loss of time. It is hoped that in the future requests will be channeled through one source so that this situation may be avoided, in the interests of efficiency.

(2) Hiring - Department Stores

Mr. Harnish met with a representative of the retail department stores here to discuss the difficulty they are having in hiring and retaining women sales clerks. This is due primarily to the fact that such stores have previously maintained a very low age limit in their hiring schedules for women clerks, and at present many of these employees are taking defense jobs, for which the rate of pay is much higher. It is understood that since this meeting the stores have given favorable consideration to extension of the age limit for sales clerks.

Mr. Harnish suggested that the stores also tie in with Frank Wiggins Trade School, for the development of an adult training program, in order to create a reserve pool of older sales people. This type of adult training would likewise prove of value to the retail department stores in that many of the workers now employed there could be reassigned from other types of activity to sales work as a result of the training.

(3) San Diego

Mr. Harnish met with the Civilian Defense Committee in San Diego at 7:30 a.m., March 3. This group, as reported in previous minutes of our Committee, is desirous of working with us whenever problems of labor supply arise in that district. It is hoped that a representative from our Committee will be able to meet with the San Diego group at least twice a month.

MAR 17 1942

At the San Diego meeting, Mr. Harnish discussed the subject of training within industry as a means of furthering defense production. He subsequently conveyed to Mr. W. K. Hopkins, District Manager of the TWI in Los Angeles, the wish of the San Diego group that a training representative meet with them on March 10. Mr. Hopkins has requested Mr. Charles Fishburn to do so.

(4) On March 9, Mr. Harnish spoke before the Directors of Vocational Education for National Defense in Los Angeles County. Following the meeting, the Executive Officer received a number of telephone calls from persons who had attended, asking that our Committee take an active part in setting up training courses. It seems that they have been unable to obtain from aircraft, or other defense industries, information as to training requirements, it being reported that there is not sufficient coordination between the training officers and personnel representatives in industrial plants.

The Committee agreed that it should take definite action in connection with this matter. It is understood that the CIO and AFL unions are appointing a representative from their groups to work with our Committee in this connection.

(5) Pre-employment Training - Chino Prison

The Chino Prison has requested that the training officers and personnel men of aircraft plants meet with them Friday, March 13, to discuss the plan of establishing aircraft pre-employment training classes for members now committed to the institution, with a view to placing them in jobs when they are released.

Following some discussion, the Committee members agreed that it would be desirable to set up machine shop training, or some other full skill, but that they could not endorse a plan for establishment of pre-employment training at Chino for Aircraft activities.

(6) Las Vegas

An inquiry has come to the Committee from Basic Magnesium, Incorporated, for some assistance with several matters pertaining to draft deferments for key men in that company. Without doubt, numerous problems of this type will arise from time to time at Basic Magnesium and at the MacNeill Construction Company at Las Vegas. Because of recruitment difficulties in the Las Vegas area, the Committee feels it is desirable that Col. Adams visit Las Vegas to obtain an overall picture of conditions there, and to assist Basic Magnesium with its current problems as to the draft.

Mr. Harnish stated that he made arrangements last week for the USES to lend three sets of its Occupational Dictionary to Basic Magnesium, Incorporated, due to the fact that all the Company's codes were destroyed in the fire which recently razed their administration building.

The meeting adjourned at 7:15 p.m.

MAR 30 1942

# FIFTH MEETING OF THE
# OREGON INDUSTRIAL AREA COMMITTEE
Portland, Oregon
March 11, 1942

## Members Present

Otto Hartwig, Chairman, Crown Zellerbach Corporation

**LABOR**
Ed Hein, A. F. of L.
Ralph Peoples, C.I.O.
Lee R. Smith, Labor Representative, W.P.B.

**MANAGEMENT**
Eugene Caldwell, (representing Ernest Swigert), Willamette Hyster Company
Morris Jones, Jones Lumber Company

**SELECTIVE SERVICE**
Major Sol Richanbach

**TRAINING WITHIN INDUSTRY**
Laurin Hinman, Assistant District Representative

**U. S. EMPLOYMENT SERVICE**
L. C. Stoll, Director for Oregon

**CONTRACT DISTRIBUTION BRANCH**
J. E. Yates, (representing John Barnett)

J. E. Carroll, Executive Officer

## Visitors

Lt. Col. Elmer V. Wooton, Director, Oregon State Selective Service Headquarters
Major George Sandy, State Selective Service Headquarters
Paul Gurske, President, Oregon State Federation of Labor
William Dalrymple, Regional Director, C.I.O.
Fred Irwin, Apprenticeship Training Committee, U. S. Department of Labor
T. W. Lewis, Ames, Harris, Neville Company
G. L. Harding, U. S. Employment Service in Oregon
J. E. Maxwell, National Resources Planning Board

The meeting was called to order by the Chairman at 1:55 P.M.

Mr. Stoll presented the problem presented by the repetition of finger printing of workers on each separate defense job. Every time a man goes to a plant he must be finger printed and the reports are not returned from the F.B.I. for a long period of time. He suggested that there should be some centralized finger printing station where these finger prints could be checked, thus doing away with the necessity of having finger prints taken each time a man goes to a different plant.

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Mr. Smith stated that in Northern California a centralized employment office for shipyards has been agreed upon, making necessary only one finger printing operation.

Mr. Stoll stated that closed shops here make it necessary to have separate hiring centers, but the unions have been agreeable to this centralized finger printing station and the cost also. In answer to a question by Mr. Caldwell regarding the period of time this one finger printing is to clear a man, Mr. Stoll stated that there should be some method of checking these finger prints every so often, but there should be some master file set up and the checking could be made from there.

A motion that the proper officials be contacted to set up some plan by which a central finger printing station could be established was carried.

Mr. Carroll introduced Mr. Lewis, the manager of Ames, Harris, Neville Company, who explained the problem recently confronting bag manufacturers. On December 5, 1941, the O.P.M. issued an order freezing all burlap in the United States which provided that 2/3 of all shipments of burlap be set aside for the government. This resulted in the bag manufacturing business being reduced and caused great difficulty in keeping employees occupied. The government's purpose in taking over this burlap was to make sand bags. He explained that the U. S. Navy had given an order for some of these sand bags to the W.P.A. because they made them free of charge. Mr. Lewis explained that it takes a long time to develop an expert sewer of bags, and now experienced employees are forced to leave for better employment. Visits by Mr. Lewis to the W.P.A. plant indicated that their equipment is not adequate for making these bags as rapidly or in as great a quantity as the Ames, Harris, Neville Company. This problem has been taken up with Government agencies, and it is Mr. Lewis' belief that it will not develop again.

The Chairman announced that on March 28, 1942, at 10:00 A.M., Miss Margaret Bondfield will speak at a meeting of the Area Committee, and explained that Miss Bondfield has been Minister of Labor in the British Cabinet. It was suggested that the Committee dispense with regular business at this meeting and devote the meeting to Miss Bondfield's talk.

Mr. Peoples' motion that Mr. Carroll make arrangements for a meeting place and advise the Committee as to how many could be accommodated was approved.

## Reports of Committees

### Committee for Review and Evaluation of Defense Training Program

Major Richanbach, Chairman of this committee, reported progress. Mr. Beauvais, Mr. Johnson, and Mr. Paulson had met with this committee and will meet again on March 12. Major Richanbach expected to be able to make a more detailed report at the next meeting of the Area Committee.

### Committee for Study of Traffic and Transportation of Workers in War Production Plants

The Chairman announced that Commander Beckwith would be unable to serve on this committee. Mr. Carroll stated that the Oregon Shipbuilding Corporation had also contacted Commissioner Bowes on the traffic problem, and as a consequence, the Commissioner is going to appoint a committee to work on this problem. Mr. Hartwig had telephoned the Commissioner who thought that it would be desirable to have a member of the Area Committee serve on his committee. Mr. Hartwig suggested that if Commissioner Bowes' committee can solve this problem without the Area Committee's being involved, so much the better. This would permit the Area Committee to concern itself with problems which cannot be solved by others. It was decided that the Executive Officer should sit with Commissioner Bowes' committee as an observer.

Mr. Harding was asked to speak briefly on the traffic situation. He stressed the fact that all modes of transportation will have to be used, and that not only the workers must be considered, but also their families. In his opinion, increasing war work will practically double the population of Portland. Mr. Harding further explained that an added difficulty with the railroad mode of transportation on both sides of the Willamette River is that they do not have the equipment. In Mr. Gurske's opinion, in 60 or 90 days all facilities will have to be used.

Mr. Stoll stated that eight or ten men who are transportation experts are going to be called in to act on this committee.

Mr. Peoples stated that the traffic problem is going to have to be considered for other defense plants as well as the shipyards.

Mr. Maxwell added that we must take into account those transferring from other industries to the shipyards.

Mr. Hartwig suggested that the Area Committee investigate what is being done on this traffic problem and coordinate its study with the work of Commissioner Bowes' committee.

Mr. Hartwig announced that Mr. Harding is to serve on this committee whenever Mr. Stoll is not present.

## Committee on Farm Labor

The Agricultural Committee of the State Employment Service Advisory Council, consisting of about fifteen men, has gone into this problem extensively, Mr. Stoll stated. There now is an arrangement whereby every crop will be reported, the volume, and man hours needed, through all seasons. One of the most serious problems is the one of all year round farm labor, such as milkers, operators of machines, haying hands, etc. The question of whether or not workers are going to be brought in from other states is still undecided. This depends to some extent on the increase in agricultural crops. The final report of four meetings is being mimeographed now and should be out in possibly ten days. In Mr. Stoll's opinion, this is a very serious problem, the solution to which will be complicated by the transportation problem.

Mr. Hartwig stated that he had participated in one of the meetings of the Agricultural Committee and found it to be made up of a very active group.

He stated that if the committee on transportation could be as active as the Farm Labor committee, only the cooperation of the Industrial Area Committee would be necessary.

Major Richanbach made a statement that Selective Service is not to blame for the shortage of help on farms, since a great percentage of farm boys have enlisted.

Colonel Wooton spoke briefly on the farm labor problem, stating that a great percentage of this lack of farm labor is due to the migration of farmers to the city to work in war industries and other jobs where higher wages are being paid. He cited a few examples of farm workers going to work on the construction of cantonments. He agreed with Mr. Stoll that the real problem is the all year round farm help. Because farmers are not receiving enough for their products, they cannot pay higher wages to keep their help from going to better paying jobs.

In answer to Mr. Peoples' question as to whether or not the Selective Service has a Public Relations personnel, Colonel Wooton stated that they have no one specifically hired for this purpose, but that it is taken care of in the ordinary course of activity.

It was Mr. Peoples' impression that one fault of the Selective Service lies in the lack of public relations. The public is not well enough informed on their procedures, thus resulting in the present criticisms. Colonel Wooton agreed that this may be true and that they would try to publicize information more widely.

Colonel Wooton explained that the basic principles of the Selective Service is to select the men who should go into the Army and those who should remain in civilian work. He quoted the Secretary of War, "We can neither build nor buy victory". It can be won only by force of arms. He further stated that if all recruitment was done by Selective Service, they would be able to find what men would be more useful in the armed forces or in the production line.

A further discussion of the Farm Labor problem was held, in which Mr. Peoples stated that he had heard that there was quite a number of small dairies having to go out of business due to lack of help. Mr. Stoll stated that there were, at present, about 54 cases in which the situation has become acute. Approximately 34 have been relieved. It has been suggested that a pool be made of all year round farm labor. A survey has been made by the colleges at Corvallis and Eugene to find out what part they could play in relieving this situation. Out of this survey it is expected that there will be about 15 to 75 boys to add to this pool. In Mr. Stoll's opinion, this means that it will be necessary to bring in workers from other states.

In answer to a question made by Mr. Caldwell regarding the enemy aliens' being taken from their farms, Mr. Stoll stated that this presents a serious problem in some sections, and it is an almost unanimous opinion of all groups in the state of Oregon that they do not want these aliens moved into their community. He added that the Japanese have not been asked to help in the crops, except in the sugar beet harvest, and then only when they are guarded and their wages paid to the government. Mr. Stoll further indicated that white farmers are taking over acreage previously occupied by enemy aliens, but the question remains whether or not they can produce the same amount of crops.

A motion was carried that the Oregon Industrial Area Committee recognize the work being done by the Agricultural Committee of the State Advisory Council as quite satisfactory and give them its full cooperation.

Consideration of Problem of Shortage of Molders

The Chairman stated that the representatives of the Molders, after appearing at meetings in Portland and Seattle, were to bring further information to the Oregon and Washington Area Committees for consideration of this problem, but up to this time no information has been received.

Mr. Jones stated that it was his personal idea that a pool of funds be established to furnish transportation after verifying the fact that a man could qualify as a molder.

Consideration of F.S.A. Farm Camps Being Commandeered by the Army

In regard to a statement made by Mr. Hartwig that the Army had taken over an F. S. A. camp in Yakima, Mr. Stoll stated that unless an absolute emergency occurs the Army has given assurance that the camps will not be touched.

Hermiston Ordnance Repair Depot

Mr. Carroll stated that the Army is making a survey to establish an ordnance repair depot for the Northwest Defense Area at Hermiston, Oregon, if the labor supply is available here.

Mr. Stoll indicated that he had notified the Army that the requirements could be met, provided they take lower classifications of men, such as displaced mechanics, and put them in training. In answer to an inquiry as to the pay, Mr. Stoll stated that although there is no breakdown as to wages at the Hermiston job as yet, the clerical and stenographic wage is comparatively low.

In answer to a question as to whether or not these workers would be deferred from the draft, Major Richanbach stated that they absolutely would not. No man is given a deferment to exceed six months, in which time someone could be trained to replace him.

Apprenticeship Training

Mr. Irwin spoke on apprenticeship training, stating that his agency deals only with on-the-job training. Orders have been received by him that time should be devoted to giving the shortest type of training possible. He stated that a joint committee of employers and employees is the most capable of knowing the requirements to train people.

Mr. Hartwig suggested that Mr. Irwin keep in touch with the committee that is reviewing the defense training program.

Mr. Peoples brought up the subject of hiring defense workers through a neutral agency, and questioned whether or not it would be in order to have the executive officer request a decision from the War Production Board as to what they propose to do about this matter.

Mr. Peoples moved that the following resolution be accepted:

> "That our executive officer be instructed to request the Regional Labor Supply Committee to move through the proper authorities to determine if the staffing of additional shipyard units and other defense industries to be established may be accomplished through the offices of the United States Employment Service, so that the hiring of employees may be accomplished in the most orderly manner possible and that the survey of available labor, made under the auspices of the Board for Mobilization of Labor, may be utilized to the fullest extent."

This motion was carried without dissent.

War Workers' Morale

Mr. Caldwell stated his problem of maintaining morale among his workers. Employees are reading about conditions in the newspapers and feel they should do something about it. He expressed the belief that defense workers should receive recognition as well as those who shoot the guns.

Mr. Hartwig told of a poster issued by the pulp and paper mill, signifying the important part the defense workers are playing in helping to win the war and offered to try to get copies for those wishing them.

Regarding the subject of lifting the morale of defense workers, it was moved and carried that when these minutes are distributed, a letter be sent also to each member of the Area Committee, calling his attention to the fact that this problem has been raised and that each come prepared to do something about this at the next meeting.

Meeting was adjourned at 4:35 P.M.

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## FIFTH MEETING OF THE OREGON INDUSTRIAL AREA COMMITTEE

Portland, Oregon
March 11, 1942

### Correction to Minutes

The first paragraph on Page 2 should read as follows: Mr. Smith stated that in Northern California a centralized employment office for shipyards has been under discussion and consideration, and if agreed upon, will make necessary only one finger printing operation.

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Miss Anderson

WOMEN'S BUREAU
APR 15 1942
DEPARTMENT OF LABOR

XII
OREGON AREA
No. 5 - 3/11/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Fifth Labor Supply Committee Meeting
### Portland - March 11, 1942

## LABOR SUPPLY COMMITTEE PROBLEMS

### War Workers' Morale

Mr. Caldwell (Management) stated his problem of maintaining morale among his workers, that employees reading conditions in the papers feel they should do something about it. He expressed the belief that defense workers should receive some recognition. The Chairman spoke of a poster issued by a pulp and paper mill, stressing the important part defense workers play in winning the war, and offered to get copies for those wishing them.

It was moved and carried that a letter should be written to each member of the Area Committee requesting him to come to the next meeting prepared to do something.

## LABOR DISPLACEMENT

### Bag Manufacturing Business

Mr. Lewis, manager of Ames, Harris, Neville Company explained the problem recently confronting the bag manufacturers as a result of an order from OPM, December 5, 1941, freezing all burlap in the United States and providing that two thirds of all the shipments of the same be set aside for the Government. This resulted in the bag manufacturing business being reduced and caused great difficulty in keeping employees occupied. He explained that the Government's purpose in taking over this burlap was to make sand bags. The Navy gave an order for these bags to the WPA to be made free of charge. It was explained that it takes a long time to develop an expert sewer of bags, and their experienced employees are now forced to leave for better employment. Mr. Lewis stated that the WPA plant is not equipped to make these bags as rapidly as the Ames, Harris, Neville Company. The problem has been taken up with Government agencies, and it is Mr. Lewis' belief that it will not happen again.

### Consideration of Problem of Shortage of Molders

The Chairman stated that the representatives of the Molders, after appearing at meetings in Portland and Seattle, were to bring further information to the Oregon and Washington Area Committees for consideration of this problem, but up to this time no information has been received.

Mr. Jones stated that it was his personal idea that a pool of funds be established to furnish transportation after verifying the fact that a man could qualify as a molder.

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## LABOR RECRUITMENT

### Oregon Committee on Farm Labor

The Agricultural Committee of the State Employment Service Advisory Council, consisting of about 15 men, has gone into this problem extensively. There is now an arrangement whereby every crop will be reported. One of the most serious problems is the all year round farm labor. The question of whether or not workers will be brought in from other States is still undecided. The final report of four meetings is being mimeographed, and will be available in about ten days. This is regarded as a serious problem, which is further complicated by the transportation problem.

Further discussion of the farm problem cited the fact that quite a number of small dairies had to go out of business due to lack of help. Mr. Stoll stated that there were 54 cases in which the situation had become acute. Approximately 34 have been relieved. It has been suggested that a pool be made of all year round farm labor. A survey has been made of colleges at Corvallis and Eugene to find out what part they could play in relieving this situation. Out of this survey it is expected that there will be from 15 to 75 boys. Mr. Stoll is of the opinion that it will be necessary to bring in workers from other States.

### Hermiston Ordnance Repair Depot

The Army is making a survey to establish an ordnance repair depot for the Northwest Defense Area at Hermiston, Oregon, if the labor supply is available here.

Mr. Stoll indicated that he had notified the Army that the requirements could be met, provided they take lower classifications of men, such as displaced mechanics, and put them in training. In answer to an inquiry as to the pay, Mr. Stoll stated that although there is no breakdown as to wages at the Hermiston job as yet, the clerical and stenographic wage is comparatively low.

### Proposed Hiring of Defense Workers Through a Neutral Agency

Mr. Peoples brought up the subject of hiring defense workers through a neutral agency, and questioned whether or not it would be in order to have the Executive Officer request a decision from the War Production Board as to what they propose to do about this matter.

The following resolution was accepted and the motion was carried without dissent: "That our Executive Officer be instructed to request the Regional LSC to move through the proper authorities to determine if the staffing of additional shipyard units and other defense industries to be established may be accomplished through the offices of the USES, so that the hiring of employees may be accomplished in the most orderly manner possible, and that the survey of available labor, made under the auspices of the Board for Mobilization of Labor, may be utilized to the fullest extent."

## LABOR RECRUITMENT - Continued

### Proposal for a Centralized Finger Printing Station

The USES Director for Oregon presented the problem of the duplication of the process involved in finger printing workers for each defense job they undertake. Every time a man now goes to a plant he must be finger printed, but a long time elapses before reports are received from the FBI about these prints. He suggested that there should be some centralized finger printing station set up where finger prints, once taken could be checked, thereby eliminating the necessity of having finger prints taken every time a man goes to a different plant.

Mr. Smith, Labor Representative, stated that in Northern California a centralized employment office for shipyards has been under discussion and consideration, and if agreed upon, will make necessary only one finger printing operation. Mr. Stoll advised that closed shops in Oregon make it necessary to have separate hiring centers, but that unions have been agreeable to this centralized finger printing station, and the cost also. In answer to a question regarding the period of time this one finger printing is to clear a man, Mr. Stoll stated that there should be some method of checking at intervals from a master file.

A motion that the proper officials be contacted to set up some plan by which a central finger printing station could be established was carried.

## MINORITY PROBLEMS

### Difficulties of Using Enemy Aliens on Farm Work

In answer to a question made by Mr. Caldwell (Management) regarding the enemy aliens being taken from their farms, Mr. Stoll stated that this presents a serious problem in some sections, and it is an almost unanimous opinion of all groups in the State of Oregon that they do not want these aliens moved into their community. He added that the Japanese have not been asked to help in the crops, except in the sugar beet harvest, and then only when they are guarded, and their earnings paid to the Government. Mr. Stoll further indicated that white farmers are taking over acreage previously occupied by enemy aliens, but the question remains whether or not they can produce the same amount of crops.

A motion was carried that the Oregon Industrial Area Committee recognize the work being done by the Agricultural Committee of the State Advisory Council as quite satisfactory, and give them its full cooperation.

## COMMUNITY PROBLEMS

### Committee for Study of Traffic and Transportation of Workers in War Production Plants

The Chairman announced that Commander Beckwith would be unable to

COMMUNITY PROBLEMS - Continued

Committee for Study of Traffic and Transportation of Workers in War Production Plants

serve on this Committee. Commissioner Bowes is going to appoint a Committee to work on this problem. It was suggested to the Commissioner that it was believed desirable to have a member of the LSC on his Committee, and if the Commissioner's Committee could solve the problem without the Area LSC being involved, this would permit the Area Committee to concern itself with problems which cannot be solved by others. It was decided that the Executive Officer should sit with Commissioner Bowes' Committee as an observer.

Mr. Harding, USES Oregon, stressed the facts that all modes of transportation will have to be used, that not only the workers, but the workers' families will have to be considered, and that in his opinion, the increasing war work will practically double the population of Portland. He further added that one difficulty in connection with railroad mode of transportation on both sides of the Willamette River is that they do not have the equipment. Mr. Stoll stated that eight or ten transportation experts are to be called in to act on this Committee. It was suggested that the Area Committee investigate what is being done on the traffic problem, and coordinate its study with the work of Commissioner Bowes' Committee.

Field Management Division
United States Employment Service
April 14, 1942

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4/13/42

# TENTH MEETING
# LABOR SUPPLY COMMITTEE, REGION XII
# SAN FRANCISCO - MARCH 13, 1942

The meeting, which was held in the California Room of the Palace Hotel, was called to order at 9:40 A.M. by Mr. H. D. Huxley, Assistant Labor Supply Officer. Those present were:

## MEMBERS

Mr. W. G. Frischknecht, National Youth Administration, San Francisco
Commander G. H. Laird, Twelfth Naval District, San Francisco
Lieutenant Commander Homer H. Shirrell, Twelfth Naval District, San Francisco
Lieutenant Colonel C. C. Harshman, Liaison Officer, OUSW, San Francisco
Mr. Lee R. Smith, Regional Labor Relations Representative, War Production Board
Mr. John Barker, representing Colonel F. M. Smith, Division of Contract Distribution, War Production Board, San Francisco
Mr. W. J. Logue, Apprenticeship Division, Department of Labor, San Francisco
Mr. Clarence R. Johnson, Negro Employment and Training, Labor Division, War Production Board, Los Angeles
Mr. Guy T. Nunn, Minority Groups representative, Labor Division, War Production Board, Los Angeles
Mr. John O'Conor, Work Projects Administration, San Francisco
Mr. Harry T. Kranz, Civil Service Commission, San Francisco
Mr. Aylwin Probert, representing Mr. Alexander R. Heron, Training Within Industry, War Production Board, San Francisco
General H. G. Winsor, Training Within Industry, War Production Board, Seattle
Mr. H. D. Huxley, Assistant Labor Supply Officer, San Francisco
Mr. James G. Bryant, Labor Supply Officer, San Francisco
Mr. S. B. Morris, Defense Training (Engineering), Stanford University, California

## VISITORS

The Right Honorable Margaret Bondfield, former Minister of Labor, Great Britain
Mr. W. H. Cooper, Regional Representative, U. S. Office of Education
Mr. Joseph W. Hazlewood, Civil Service Commission, San Francisco
Mr. W. K. Shaughnessy, Regional Economic Analyst, Bureau of Employment Security, Social Security Board, San Francisco
Mrs. Constance H. Day, Junior Economic Analyst, Bureau of Employment Security, Social Security Board, San Francisco
Mr. H. R. Harnish, Executive Officer, Southern California Industrial Area Committee, Los Angeles
Mr. James E. Carroll, Executive Officer, Washington and Oregon Industrial Area Labor Supply Committees, Portland, Oregon
Mr. Edwin Bates, Informational Service Representative, Social Security Board, San Francisco
Mr. John E. Cooter, Farm Placement Representative, U. S. Employment Service, Social Security Board, San Francisco
Mr. V. B. Stanberry, National Resources Planning Board, Berkeley, California

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## Negro Employment and Training

Mr. Johnson, WPB, Los Angeles, reported that there has been some improvement in the attitude of employers and unions toward the employment of Negroes in war industries, but that there still exists some discrimination. Although various employers express a willingness to employ Negroes, the approval of the interested union proves to be the determining factor where closed shop agreements exist and often precludes the employment of Negroes on any appreciable scale. Mr. Johnson requested the assistance of the Committee in prevailing on employers to conform to the terms of their war contracts and in persuading labor unions to fulfill their obligation to Negro workers.

Labor Supply Committee
Region XII 3/13/42

Mr. Shaughnessy pointed out that the policy of the U. S. Employment Service is quite clear with respect to the utilization of the available supply of labor, and that any instance of discrimination should be reported to the Regional Representative of that Service.

## Work Projects Administration

Mr. O'Conor reported there are between 3,500 and 4,000 now in the WPA training program in the Region; and about four times that number have been placed in jobs upon completion of their training. Citing California as a typical example, he stated that in this State the number of persons on WPA rolls has dropped from 32,000 to 18,500 during the period from January 1941 to January 1942, or a decrease of approximately 62%.

Mr. O'Conor requested comment of the Committee on the proposal to bring to California a number of WPA trainees from the Rocky Mountain States, where there are insufficient training facilities; also the transportation of qualified welders from that area who are unable to find employment there due to the scarcity of war production centers.

Mr. Bryant recommended that all training stations be kept filled, as a pool of such trained workers constitutes a valuable source of labor; and that the trainees should be brought in if necessary to utilize all existing training facilities. He expressed the opinion that the training programs of WPA, NYA, and vocational schools - all should be used to meet the demand for a greatly increased labor supply.

Colonel Harshman recommended bringing to the Coast those qualified welders who are not liable for military service. He emphasized the need for speeding the utilization of women in war industries and suggested that the Committee take steps to accelerate the movement, urging shipyards and other employers to use women.

Mr. Hasty introduced Mr. W. H. Cooper, Regional Representative of the U. S. Office of Education for eleven Western States.

(See Reverse Side)

## Vocational Schools

Mr. Cooper stated that training facilities are frequently not in the location of labor needs. The problem of the Office of Education is to use such facilities to their maximum efficiency. He reported the establishment, in cooperation with the Navy, of welding testing facilities in Colorado and Utah; and stated that in smaller stations where it is not advisable to install testing equipment, arrangements have been made with the testing laboratories on the Coast to handle the tests, which have recently been standardized. He recommended careful attention to upgrading processes, stating there will be approximately 2,000,000 preemployment trainees and possibly 1,800,000 supplementary trainees. The demands of the Air Service Command and the Signal Corps will involve probably 90,000 civilian aircraft maintenance workers and 30,000 radio maintenance technicians. He stated that in Utah the Regional Labor Supply Committee recommended curtailment of welder training, and expressed the belief that some plan should be arranged to assist those trainees to take advantage of facilities elsewhere which are not being fully utilized.

Mr. Cooper said that in the Rocky Mountain and Middle Western states there is a trend toward the increase of war production, predicting that there may be a decrease in the expansion of such production on the West Coast with a resultant eastward migration of labor. He reported that no special problems have been confronted in the training of women; that the same methods apply as training men; that women can be trained along with men, or independently. An important problem is the training and retraining of supervisory personnel. He said that the vocational schools have difficulty in securing information concerning labor needs and that often the need for specific types of labor has passed before they are informed of the situation.

Mr. Hasty reported that there are about 35,000 persons under training in the vocational schools in California - about 22,500 in Southern California and 13,000 in Northern California. He mentioned the joint plans with the Civil Service Commission to handle the training needs for the Sacramento Air Depot and the 39 sub-depots. In February such training began in 21 junior colleges, covering about 14 different categories. The problem of securing sufficient instructors has been alleviated by changing to a 48-hour instead of a 40-hour week. Seventy welding stations have recently been added in the Bay Area, with a number also added at Riverside, California. Two classes have been established at Inglewood, California for deaf mutes, who have been found to be very well suited for a number of jobs. Between 1,500 and 2,000 women are being trained in California; 750 in San Diego.

## Minority Groups

Mr. Nunn reported that the Mexicans in Southern California, of whom there are 300,000, are encountering much difficulty in finding employment; and many are losing their jobs because of their alien status. They are required to wait from six weeks to three months for admittance to training classes; and many are obliged to depend for training upon private schools charging $1.00 to $1.75 per hour.

## Tentative Instructions and Policies Covering the Conduct of the Labor Supply and Training Program of the Labor Division of the War Production Board

Mr. Bryant outlined the proposed plan for the conduct of the labor supply and training program. The Committee reviewed and discussed the entire proposal.

A motion was presented by Mr. Smith, supported by Mr. Hasty, that the Labor Supply Committee for Region XII be permitted to continue substantially as now organized. The motion was put to vote and carried unanimously.

## The Right Honorable Margaret Bondfield

Mr. Bryant introduced Miss Margaret Bondfield, former member of Parliament and Minister of Labor in England, who was present to outline the developments in labor procurement processes in England.

Miss Bondfield told of the three phases of training women in the field of engineering. (1) Training on the job. Women are trained by working with experienced men on the job, then working for a day or two under male supervision. (2) Training centers in technical institutions. Garages, and workshops established by the Minister of Labor, train women on an apprenticeship basis under close supervision, completing the preparation for semi-skilled processes within a period of three months. Women at the college level, proficient in mathematics, are entered on the same terms as the other workers and trained for highly skilled professional work such as assembling radio instruments and manning control rooms. (3) General care of workers. To combat loss of efficiency from fatigue and nervous strain, it was found absolutely essential to arrange rest intervals. In each plant the serving of morning and afternoon tea is an established routine. It was also found that it was necessary to allow differentiations as to the number of hours spent in performing various occupations. For example, maximum efficiency in coil-winding was found to be restricted to a ceiling of 43 hours per week.

Miss Bondfield told of the national dockers pool, comprised of experienced dockmen who are moved from port to port anywhere in the country to meet the irregular but urgent problem of quickly unloading incoming ships and allowing them to sail again immediately without loss of time. In addition to alleviating the previous condition where there was frequently a surplus of dock labor in the intervals between ship arrivals, with idleness on the part of many workers and financial hardship to dockers and their families, the Pool assures each dockman a full week's work. The dockmen are moved to various points of immediate activity at Government expense, and are paid for their travel time.

In reply to a question as to whether displaced male workers should be employed before large-scale training of women is begun, Miss Bondfield strongly recommended the immediate training of women in anticipation of the inevitable need for their services; but she stressed the importance of a competent and highly trained Selection Board to insure that women are placed in training for employment appropriate to their abilities.

After Dunkirk, the 12-hour day, seven-day week schedule was begun in England; but it was found that the total output was increased if each individual worked only six days a week. This was due to the inability of workers to endure the strain of a seven-day week and to the fact that the machinery became unduly worn. Consequently, Sunday was designated as equipment repair day.

Professional persons - office workers, lawyers, typists - who usually enjoy a Sunday holiday, are being asked to work on Sunday in connection with simple processes. There has been an enormous transfer of workers from one trade to another, particularly in the case of textile workers. England has learned that regulations, to be effective, must be flexible and subject to change and improvisation.

The standard working week in England is now 60 hours for men and 40 for women, subject to revision when necessary. The unemployment problem was handled by a distribution of work so as to utilize most of the workers. The workers are paid time-and-a-quarter and time-and-a-half for overtime, with double time for Sunday.

In transferring labor from damaged plants, buses and equipment are commandeered; civilians are instructed not to use such transportation. Civilian processes are subject to such suspension at any time.

The allocation of skilled workers to war industries has presented a problem, sometimes involving a decision of the War Cabinet as to the priority standing of the respective plants involved. Skilled workers may be moved to any place where their services may be needed, although both the employers and the workers have the right to appeal an order to move to another location.

Many women are employed in heavy industry -- shipyards, sheet metal, welding, milling, grinding, electrical work, measuring instruments, testing materials, heat treatments -- and in one plant women are in charge of the tool room. The tapping process is performed especially well by women, with much less breakage of equipment than when used by men. The necessary strength and proficiency in this operation is developed by women after nine months' training.

Dressmakers have been found to be very proficient in precision work; they help build tanks, Bren guns, bomb sights, parachutes, landing gear, details of plane cabins. Many phases of this work involve an ability to compute close measurements to a fine degree.

Women under 18 and over 45 are employed in Government-maintained nurseries for the care of children of women employed in war industries.

Deferment from military service is granted to men engaged in critical occupations, subject to change under emergency conditions.

Apprenticeship training in England has been retarded due to the lack of time. Miss Bondfield recommended that such training be continued in the United States, if practicable. In-plant training and upgrading processes in England are conducted on an individual basis rather than on a mass plan.

The Employment Exchange in England was originally designed to function as a job-finding institution during the period of depression. During the first five years of its existence, the Exchange was concerned mainly with the administration of unemployment benefits. At that time it was not generally endorsed by employers; but after trade revived, the purpose of the organization as a distributing and checking agency to prevent waste of labor was enforced, and employers began to accept the system. The administration of the Exchange under the Chamberlain government was found to be inadequate; and, after the outbreak of war, Mr. Bevin requested and obtained additional power for the conscription of labor and established a Council of Industries with equal representation by organized employers and organized workers.

The Minister of Agriculture has control of the land for the duration of the war; has the power to decide what is to be produced and in what amounts; and all farmers work under the direction of that Department. An intensive drive has been maintained to recruit agricultural workers, and women have been placed in farm work to replace men called to military service. Hedges were pulled down, and great tracts of land are now being farmed by machinery. The country women were invited to participate in the Council on Food Production. Food prices are fixed; all abide by the ration regulations, and the country women are asked to sell their products to the common stock. The agricultural workers are "tied to their jobs" just as are the workers in critical industrial occupations; and the men who leave the farms are sent into the Army immediately. Farm wages are now higher and more equalized than at any time in the past. For the first time, England has a canning program, which is somewhat retarded now, however, due to the shortage of tin; but some tin is expected to be released for this purpose.

The English are consuming less food now, but their food is better planned than heretofore; much of it is cooked in communal kitchens, using steam cookers operated by excess steam from plants and factories. The food reserve is increased by the drive in agriculture.

The training offered by the Army is almost revolutionary as compared to old standards; every encouragement and facility is offered for many different kinds of training, and a worker is qualified to assume journeyman's duties when he leaves the Army.

Miss Bondfield stated that the wage increases in England are commensurate with the rise in prices; consequently, the purchasing power of the worker is very similar to that before the war.

Conscientious objectors are being very fairly treated; they are subject to recruitment for non-combatant duty, and many of them volunteer to perform very dangerous work such as mine sweeping.

At the beginning of the war, the alien situation was handled by the War Office but is now administered by the Home Office much more satisfactorily. The problem there is primarily one concerning refugees, many of whom want to work for and help England. Non-enemy aliens are not placed in essential industries, as there are so many other places where their services can be used, such as agriculture. A number of Italian prisoners are used in agriculture.

Labor disputes have been waived for the duration of the war and wages are under collective bargaining.

A significant trend was mentioned by Miss Bondfield as manifested in the close interest of labor in efficient methods of production. In most cases of a disagreement, it is the workers who charge the employers with managerial inefficiency.

## Reports of Area Committees

Washington: General Winsor said the outstanding matters under consideration are a continued study of training, and the induction of women into industrial plants. A committee, consisting of representatives of the Army, the Navy, the Employment Service, and vocational schools, has been appointed to review and evaluate the existing training program. A complete report is expected within the next week.

The Washington Area Committee has found it expedient to set aside a definite period in its meetings in which to handle problems of outside agencies, which problems are submitted in writing and are allocated to sub-committees for study. The area committee is now studying (1) the request for part-time employment of approximately 1,000 men who have had some skilled experience and who feel they could be helpful; and (2) the loss of agricultural workers, on which latter subject a report is due March 18 and will be furnished to the Regional Committee.

Oregon: Mr. Carroll, reporting for the Oregon Area Committee, described the activities of three sub-committees operating at the present time. (1) One committee is conducting a review and evaluation of the defense training program. The area committee plans a joint meeting shortly with representatives of the major war production plants to exchange views as to the effectiveness of the training program. (2) A second sub-committee is studying the farm labor situation. It is hoped that with the current women's survey, enough women will be recruited to harvest the crops. Also, pledge cards are being distributed to all students above the seventh grade with a view to utilizing their services in agriculture. Some agricultural groups plan to use pools of labor for harvest purposes. (3) A sub-committee is studying the traffic and transportation facilities to and from shipyards. Some duplication of effort is apparent in the appointment by the Mayor of Portland of a committee to study the identical problem; the area committee plans to be represented by an auditor at the meetings of the municipal committee.

Mr. Carroll presented to the Regional Committee the following resolution passed by the Portland Area Committee at its meeting March 11, 1942:

> "Resolved that the Executive Officer be instructed to request the Regional Labor Supply Committee to move through proper authorities to determine if the staffing of additional shipyard units and war industries to be established, may be conducted through the offices of the U. S. Employment Service so that the hiring of employees may be accomplished in the most orderly manner possible and that the survey of available labor made under the auspices of the Board for Mobilization of Labor may be utilized to the fullest extent."

Upon a motion presented by Commander Laird, the Committee voted to accept the resolution for further study, and for discussion at the next meeting.

Southern California: Mr. Harnish called attention to the meeting of the Industrial Welfare Commission scheduled for March 14 to consider a new manufacturing order concerning employment of minors. He also reported that two of the large automobile companies are shortly going into war production, which will absorb all of the displaced automobile workers, with possibly an 80% addition. The machine work is expected to be subcontracted and it appears advisable to establish a preemployment training program to prepare workers for this expansion. Mr. Harnish predicted a shortage of building trades workers.

## Central Aircraft Employment Office

Mr. Huxley described the operation of the central aircraft employment office in Los Angeles. The Committee discussed the feasibility of holding its next meeting in Los Angeles, as all members expressed an interest in observing and reviewing the operations of the aircraft office.

## Conscientious Objectors

Mr. Huxley read the following letter from Mr. Garner Beckett, a member of the Southern California Area Committee, dated February 27, to Mr. Harnish, Executive Officer for that committee:

The use of conscientious objectors as an additional source of farm labor under the plan now being considered by the Employment Service and other government agencies in Washington, providing that "where conscientious objectors desire to take farm labor employment rather than remain in camp, their services may be so used", is of more than passing interest.

"As I understand it, a conscientious objector is a draftee whose religious beliefs are such as to prevent active military service. These religious scruples are legally recognized to the extent that instead of being inducted into the Army as are other draftees, he is separately classified. But he has no more right than any draftee to be placed where he 'desires' or to do the kind of work which he 'desires.' If this principle is to be applied to the conscientious objector, does it not have equal application to the draftees in military service. Let them each decide whether they want to go overseas, be in the infantry, the kitchen, or an aide to the General.

"It is my opinion that it should be definitely suggested to Employment Service headquarters in Washington that these conscientious objectors be organized into traveling units of migratory farm labor. This might correspond roughly to company organization in the Army. Being similar to the Army unit, they can move from place to place, with field kitchens, tents, etc. Orders for movement of the respective units could come through the Employment Service as critical need for farm labor is indicated in various localities. Permanent barracks heretofore constructed and now utilized by the conscientious objectors can be turned over to the Army, which undoubtedly will find use for these comfortable accommodations.

"This is a radically different conception from that under consideration in Washington. Merely to let the conscientious objectors who so 'desire' go out and work on private farms - and, I presume, alter their 'desires' if bed and board are not to their liking - is not, in my judgment, a complete solution. I believe that the individual farmer can pretty well take care of himself. But the big problem is to supply migrant labor in a particular locality for a brief period during the harvesting season."

A motion was presented by Mr. Nunn, and supported by Mr. Johnson, that the Regional Committee accept in principle the sentiments expressed in Mr. Beckett's letter, but that conscientious objectors should be used only after proper certification by the Employment Service and/or other appropriate agencies that there is no other available labor in a particular area; and on condition that the farmers - or other employers using the services of the conscientious objectors - shall pay to the United States Treasury, or an appropriate Federal agency, the going rate for the respective communities in the occupation in which they are used, the conscientious objectors to receive regular Army pay.

The motion was put to vote and carried unanimously.

## Procedure for Employment of Aliens in War Industries

As the result of a recommendation submitted by Mr. O'Conor, Chairman of the sub-committee appointed by the ActingChairman at the last Regional Committee meeting for the purpose of investigating the possibility of simplifying the procedures now required for the employment of aliens in war industries, the following resolution was passed by the Regional Committee, copies to be furnished to the War Department, the Navy Department, and the National Labor Supply Committee:

> "1. That the present procedures of the War and Navy Departments, which govern the employment of aliens in plants holding contracts under these Departments, be amended to permit aliens themselves to initiate requests for the approval of employment. The requests of the aliens to be initiated through the local offices of the U. S. Employment Service; the U. S. Employment Service to assist in the preparation of the application forms and designate applications on which clearance should be expedited. This procedure should not preclude employers from requesting approval directly from the department concerned.
>
> "2. That a simplified standard application form be adopted by both the War and Navy Departments; that provision be made whereby clearance with one department shall satisfy the requirements of the other department.
>
> "3. That employers holding restricted or aeronautical contracts notify the appropriate inspection officer when aliens are employed under this procedure; the inspection officer to have power to restrict the types of work which aliens may perform and the sections of the plant to which aliens may have access whenever he deems such safeguards necessary.
>
> "4. That local inspection officers of the Navy and War Departments be granted limited authority to aprove the temporary employment of aliens in defense plants pending final approval of the department concerned.
>
> "5. That items which are essentially standard be excluded from the definition 'restricted and aeronautical'.
>
> "6. That the Navy and War Departments issue a comprehensive statement to all contractors and sub-contractors outlining their policy with respect to the employment of aliens in defense plants so that there may be a clear understanding by the contractors and sub-contractors of the policy."

At the suggestion of Mr. Johnson, the Committee agreed that the members of the Regional Committee should be notified in advance of the meetings of the area committees and furnished, if possible, with copies of the respective agendas.

The meeting adjourned at 5:00 P.M.

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XXI
No. 10 - March 13, 1942

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

Tenth Labor Supply Committee Meeting
San Francisco - March 13, 1942

## LABOR SUPPLY COMMITTEE MEMBERSHIP

### Tentative Instructions and Policies Covering the Conduct of the Labor Supply and Training Program of the Labor Division of the War Production Board

Mr. Bryant outlined the proposed plan for the conduct of the labor supply and training program. The Committee reviewed and discussed the entire proposal.

A motion was presented by Mr. Smith, Labor Relations Representative, supported by Mr. Hasty, that the Labor Supply Committee for Region XII be permitted to continue substantially as now organized. The motion was put to vote and carried unanimously.

## LABOR SUPPLY COMMITTEE PROBLEMS

### Reports of Area Committees

The Washington Area Committee has found it expedient to set aside a definite period in its meetings in which to handle problems of outside agencies, which problems are submitted in writing and are allocated to sub-committees for study. The area committee is now studying (1) the request for part-time employment of approximately 1,000 men who have had some skilled experience and who feel they could be helpful; and (2) the loss of agricultural workers, on which latter subject a report is due March 18, and will be furnished to the Regional Committee.

The Executive Secretary of the Oregon Area Committee reported that the following resolution had been passed at its March 11 meeting:

> "Resolved that the Executive Officer be instructed to request the Regional Labor Supply Committee to move through proper authorities to determine if the staffing of additional shipyard units and war industries to be established, may be conducted through the offices of the U. S. Employment Service so that the hiring of employees may be accomplished in the most orderly manner possible and that the survey of available labor made under the auspices of the Board for Mobilization of Labor may be utilized to the fullest extent."

Upon a motion presented by Commander Laird, the Committee voted to accept the resolution for further study, and for discussion at the next meeting.

## LABOR SUPPLY COMMITTEE PROBLEMS - Continued

### Reports of Area Committees - Continued

The Southern California Committee's Executive Secretary called attention to the meeting of the Industrial Welfare Commission scheduled for March 14 to consider a new manufacturing order concerning employment of minors. He also reported that two of the large automobile companies are shortly going into war production, which will absorb all of the displaced automobile workers, with possibly an 80% addition. The machine work is expected to be subcontracted and it appears advisable to establish a preemployment training program to prepare workers for this expansion. Mr. Harnish predicted a shortage of building trades workers.

### Outline of Development in Labor Procurement Processes in England

The Right Honorable Margaret Bondfield, former member of Parliament and Minister of Labor in England, presented an outline of labor supply problems in England. See minutes for detailed report of talk which dealt with such matters as:

- Training of women both on job and in training centers.
- Establishment of rest periods for women workers to reduce effect of fatigue. "In each plant the serving of morning and afternoon tea is an established routine."
- Establishment of competent Selective Service Board to direct training of women for employment where abilities would be best used.
- Present standard work week of 60 hours for men and 40 hours for women, with time and a quarter or time and a half for overtime, and double time for Sunday.
- Allocation of skilled workers wherever needed, and right of employer or employee to appeal an order to move to another location.
- Employment of women in heavy industry after required strength and proficiency has been gained during nine months of training.
- Use of women dressmakers in precision work where computation of close measurements is a factor.
- Use of women under 18, and over 45 in Government maintained nurseries for children of employed women.
- Establishment of "Council of Industries" with equal representation by organized employers and organized workers.

## LABOR RECRUITMENT

### Conscientious Objectors

Mr. Huxley read a letter from Mr. Garner Beckett, a member of the Southern California Area Committee. (Letter quoted in the Minutes.) A motion was presented to the effect that conscientious objectors should be used only after proper certification by the ES and/or other appropriate agencies that there is no other available labor in a particular area, and on condition that the farmers, or other employers using the services of the conscientious objectors, shall pay to the United States Treasury, or anappropriate Federal agency, the going rate for the respective communities in the occupation in which they are used, the conscientious objectors to receive regular Army pay. The motion was put to vote and carried unanimously.

### Central Aircraft Employment Office

Mr. Huxley described the operation of the central aircraft employment office in Los Angeles. The Committee discussed the feasibility of holding its next meeting in Los Angeles, as all members expressed an interest in observing and reviewing the operations of the aircraft office.

## TRAINING

### Vocational Schools

Mr. Cooper, Regional Representative, U. S. Office of Education for eleven Western States, discussed available training facilities. He stressed the point of upgrading processes, stating that there will be approximately 2,000,000 preemployment trainees, and possibly 1,800,000 supplementary trainees. He mentioned the demands of the Navy, Air Service, and Signal Corps. He stated that in Utah the Regional LSC recommended curtailment of welder training, and expressed the belief that some plan should be arranged to assist these trainees to take advantage of facilities elsewhere.

Mr. Cooper said that in the Rocky Mountain and Middle Western States there is a trend toward increasing war production. He predicted that there may be a decrease in the expansion of such production on the West Coast with the resultant eastward migration of labor. He stated that no special problems have arisen in connection with the training of women, since the same methods apply as those for training men.

Mr. Hasty reported that there are about 35,000 persons under training in the vocational schools in California - about 22,500 in Southern California, and 13,000 in Northern California. He mentioned the joint plans with the Civil Service Commission to handle the training needs for the Sacramento Air Depot, and the 39 sub-depots. In February such training began in 21 junior colleges, covering about 14 different categories. The problem of securing sufficient instructors has been alleviated by changing to a 48-hour instead of a 40-hour week. Seventy welding stations have recently been added in the Bay Area, with a number also added at Riverside, California. Two classes have been established at Inglewood, California for deaf mutes, who have been found to be very well suited for a number of jobs. Between 1,500 and 2,000 women are being trained in California; 750 in San Diego.

## TRAINING - Continued

### WPA

Mr. O'Conor, representing WPA, reported there are between 3,500 and 4,000 now in the WPA training program in the Region; and about four times that number have been placed in jobs upon completion of their training. Citing California as a typical example, he stated that in this State the number of persons on WPA rolls has dropped from 32,000 to 18,500 during the period from January 1941 to January 1942, or a decrease of approximately 62%.

Mr. Bryant recommended that all training stations be kept filled, as a pool of such trained workers constitutes a valuable source of labor; and that the trainees should be brought in if necessary to utilize all existing training facilities. He expressed the opinion that the training programs of WPA, NYA, and vocational schools - all should be used to meet the demand for a greatly increased labor supply.

## MINORITY PROBLEMS

The Minority Groups representative reported that Mexicans in Southern California, of whom there are 300,000, are encountering much difficulty in finding employment, and many are losing their jobs because of their alien status. They are required to wait from six weeks to three months for admittance to training classes, and many are obliged to depend for training upon private schools charging $1.00 to $1.75 per hour.

### Negro Employment and Training

The representative of Negro Employment and Training, WPB, reported that there has been some improvement in the attitude of employers and unions toward employment of Negroes in war industries, but that there still exists some discrimination. Approval of the interested union proves to be the determining factor where closed shop agreements exist, and often precludes the employment of Negroes. Assistance of the Committee was requested in prevailing upon employers to conform to the terms of their war contracts, and in persuading labor unions to fulfill their obligation to Negro workers.

The Regional Economic Analyst, Bureau of Employment Security, pointed out that the policy of the USES is quite clear with respect to utilization of the available supply of labor, and that any instance of discrimination should be reported to the Regional Representative of the USES.

### Procedure for Employment of Aliens in War Industries

Mr. O'Conor reported that a resolution was passed by the Regional Committee, (included in the Minutes) copies to be furnished to the War Department, the Navy Department, and the National Labor Supply Committee,

## MINORITY PROBLEMS

### Procedure for Employment of Aliens in War Industries - Continued

in brief as follows: That present procedures of the War and Navy Departments be amended to permit aliens to initiate requests for the approval of employment; that a simplified application form be adopted by the Army and Navy Departments; that employers holding restricted or aeronautical contracts notify the appropriate inspection officer when aliens are employed under this procedure; that local inspection officers of the Navy and War Departments be granted limited authority to approve temporary employment; that items essentially standard be excluded from the definition "restricted and aeronautical"; that the Navy and War Departments issue a comprehensive statement to contractors, outlining their policy with respect to the employment of aliens.

## EMPLOYMENT OF WOMEN

### Utilization of Women

Colonel Harshman, OUSW, emphasized the need for speeding the utilization of women in war industries, and suggested that the Committee take steps to accelerate the movement, urging shipyards and other employers to use women.

Field Management Division
United States Employment Service
March 27, 1942

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Twenty-first Labor Supply Committee Meeting
Boston --- March 9, 1942

## LABOR RECRUITMENT

### War Bulletin #2, New England Council

This Bulletin, stressing the WPB policies, the material for which was supplied by the Acting Chairman, has been sent to 2,500 industrialists in New England, and is expected to go out to an additional mailing list shortly. (Copy of Bulletin attached to Minutes.)

## TRAINING

### Utilization of New York City Labor Pool

A conference was held in New York City, March 6, attended by representatives from Connecticut, New York and the Washington Office of the USES. The consensus of the discussion was that the solution of the problem lies in the placement of war orders with New York City employers.

## MINORITY PROBLEMS

### Utilization of Physically Handicapped Persons

The Regional Office forwarded to all State Directors of USES in Region I, under date of February 24, an outline of the policy of the Federal Government regarding ways and means of implementing the utilization of employable handicapped persons in defense occupations. (Copy attached to Minutes.) Arrangements have been made with the local draft boards in Region I so that the names of Selective Service registrants disqualified by reason of physical handicaps will be referred to the USES. If additional training is required to place such people, arrangements have been made to refer them to the State Vocational Rehabilitation offices. A meeting of the Industrial Relations Council of Massachusetts Associated Industries is to be held on March 13, which the Acting Chairman will attend.

Field Management Division
United States Employment Service

March 27, 1942

# TWENTY-FOURTH MEETING OF THE
# SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE
# LOS ANGELES, CALIFORNIA

March 16, 1942

## Members Present

### MANAGEMENT

Frank Barnhill, Charles R. Hadley Company, Acting Chairman
Garner Beckett, Riverside Cement Company

### LABOR

John Despol, Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL

### OUSW LIAISON OFFICER

Colonel Walter H. Adams, U.S.Army

### SELECTIVE SERVICE HEADQUARTERS

Lieutenant Commander A. G. Berry, Jr., U. S. Navy

H. R. Harnish, Executive Officer

## Visitors

William K. Hopkins, Training Within Industry division, WPB
Charles Fishburn, Training Within Industry division, WPB
Arthur E. Wood, Area Supervisor, USES

The meeting was called to order by the Chairman at 5:00 p.m.

### 1. Industrial Welfare Commission Hearing

The following Committee members attended the March 14 public hearing of the Industrial Welfare Commission in Los Angeles, relative to the wages and hours of work and standard conditions of labor, to be fixed by the Commission for the manufacturing industry: Col. Walter H. Adams, Mr. John Despol, Mr. Lloyd Mashburn, and Mr. H. R. Harnish.

There was considerable discussion on various items brought up by those in attendance at the hearing. As to the particular matter in which this Committee has been most interested -- that is, relaxation of the rule now prohibiting women from working between the hours of 11 p.m. and 6:00 a.m., except upon payment of time and a half, it is our understanding that the Commission will permit such relaxation upon proper certification.

MAR 24 1942

Mrs. Margarete Clark, a member of the Commission, asked that the Labor Supply Committee assist in setting up a procedure for certification and issuance of permits to war industry employers, whose production schedule requires employment of women during the hours above indicated. Mrs. Clark will contact Mr. Harnish regarding her suggestion.

After some discussion by our Committee, the Executive Officer was authorized -- if Mrs. Clark so calls upon us -- to offer the services of a sub-committee to meet with her for the purpose of attempting to work out the required procedure, the sub-committee to be composed of Mr. John Despol, Mr. Lloyd Mashburn, Col. Walter H. Adams, and Mr. H. R. Harnish It is felt that the procedure developed should aim toward securing full information as to the necessity for the request for relaxation, before the permit is issued.

Those of the Committee attending the Commission hearing are of the opinion that the definition of the order to include women between the ages of 18 and 21 years would be eliminated from the new manufacturing order.

Mr. Despol stated he understands some employers' representatives have asked that there be no decision by the Commission as to relaxation of the rule until all the various orders now under consideration by the Commission have been heard. It is the concensus of the Committee that it should request the Commission to make a decision on the present manufacturing order for which hearings have already been held, so that no unnecessary delay will be sustained by the defense production program. Upon motion, duly made, seconded and carried, the Committee authorized the Executive Officer to present its request to the Commission.

2. Civilian Defense Committee - San Diego

As stated in the March 9 minutes of our Committee, Mr. H. R. Harnish conveyed an invitation from the San Diego Civilian Defense Committee to Mr. Charles Fishburn, of the TWI office, Los Angeles, to meet with them at 7:30 a.m., March 10, 1942. Accordingly, Mr. Fishburn, accompanied by Mr. M. J. Kane, a member of the TWI headquarters staff at Washington, D.C., who is at present on the Coast, attended the San Diego meeting, explaining to the group the general aims of the TWI, and outlining the job instruction program, on which concentration is now being placed. The Civilian Defense Committee was favorably impressed by the information furnished.

As a result of this meeting, an invitation was extended to Mr. Fishburn and Mr. Kane to attend a noon meeting of a service club group, at which all those present were representatives of unions in San Diego. About 70 people were present, and it is felt that the explanation of the TWI program there accomplished a great deal toward clarifying any doubts as to the value of the activity.

The TWI representatives have now been invited to visit several of the union groups in San Diego for the purpose of putting on a job instruction demonstration, so that a sample of the actual work being performed may be seen first hand. This, it is felt, is a real opportunity to enlist those who witness the demonstration classes as boosters of the constructive TWI activities.

The Civilian Defense Committee stated they were interested in having a representative from the L.A.office of the WPB Contract Distribution division meet with them March 17. Mr. Watt Moreland, manager of the Contract Distribution division for Southern California, has made arrangements for two representatives of the division from Washington, D.C., to attend the San Diego Civilian Defense meeting.

3. Comments of W. K. Hopkins, District Manager, TWI

Mr. Hopkins reported that following a meeting with several top officials of the North American Aviation Company, concerning utilization of man hours of certain skilled workers (beyond the 36 hours in which they are presently employed in the motion picture industry), it is hoped that a plan may be completed whereby that company will soon use the 3,000 to 4,000 man hours of machine work available.

4. TWI Activity

Mr. Despol said that at two recent meetings of CIO representatives, discussion was had concerning the desirability of supporting the job instruction program of the TWI, as a means of increasing war production by augmenting the supply of trained workers in defense industries. The CIO group made the request that the TWI give demonstrations of their training work under arrangements which would provide information, perhaps to small union meetings. Those in attendance would then be able to convey the facts concerning the actual job training activity to others, who may not have realized its benefits because of a lack of understanding of its aims and working procedure. Mr. Mashburn also voiced the opinion that such first-hand training demonstrations would be most helpful.

Mr. Hopkins feels that this is a splendid idea, and said that if small group meetings were arranged, the TWI would be pleased to appear before them to present a condensed version of an actual job instruction training session.

Mr. Harnish suggested that the Committee would undoubtedly be interested in statistics setting out the number of companies who have availed themselves of the TWI program, and also the number of persons who have been trained. Mr. Fishburn said he would be pleased to furnish such information to the Committee at an early date.

5. Report of Arthur E. Wood, Area Supervisor, USES

At the March 9 meeting of the Committee, Mr. Wood was asked to meet with us on March 16 to present results of a spot survey of orders on file with the USES in Los Angeles County which would indicate hiring practice by the aircraft industry concerning age limitations and minor physical defects.

Mr. Wood at the March 16 meeting presented the following statistics, developed from a spot survey made by the Los Angeles office of the USES:

From a sample of 77 orders from 5 aircraft companies, for men, specifying age requirements (a single order may cover a number of people):

61 set up no age requirements
1 specified 24 to 38 years
1 specified 26 to 45 years
2 specified 27 to 45 years
1 specified 28 to 50 years
1 specified 30 to 45 years
1 specified over 30 years
4 specified over 40 years
2 specified 40 to 45 years
3 specified under 50 years

From a sample of 28 orders from 5 aircraft companies, for women, specifying age requirements:

5 specified over 25 years
12 specified over 24 years
2 specified 24 to 35 years
1 specified over 30 years
4 specified over 20 years
4 set up no age requirements

From a sample of 77 orders from 5 aircraft companies, for men, specifying physical requirements:

55 specified no definite physical requirement
8 specified weight and height
4 specified ability to stand all day
2 specified keen vision
5 specified emotional stability
1 specified finger and hand dexterity and coordination
1 specified ability to work in high temperature
1 specified ability to work in dusty surroundings

From a sample of 28 orders from 5 aircraft companies, for women, specifying physical requirements:

22 specified no definite physical requirement
3 specified ability to stand all day
3 specified keen vision

Mr. Wood stated that where reference is made to "no spedific age requirement," and "no definite physical requirement," it is based upon no requirement above the minimum age or physical requirements for aircraft employment. However, in many instances applicants whose physical condition is below normal are acceptable for non-production (clerical, professional, technical, etc.) openings where the physical conditio will not greatly impair the working efficiency.

It is evident that many openings are for men in the higher age brackets, although the large percentage of order covers the entire employable age range. It is felt that thi circumstance is quite apart from the likelihood of such men to be subject to the draft, but is desirable in order to gi a better balance to the group of men employed. The orders fo women, however, indicate that the majority have a minimum age of approximately 24 years. The opinion is that women applicants are sought who, either by virtue of age or circumstance, are able to assume responsibility and greater job interest.

In answer to a question as to the present hiring activity of aircraft companies in this area, Mr. Wood stated that there is a temporary lull at this time, due to shortage of materials and equipment.

6. Report on Tentative Shipbuilding Recruitment Program:

Mr. Mashburn said that the groups to which he has presented the plan have approved it in principle, and good progress is being made. He mentioned that due to a lack of time on his part, he has not been able to effect complete coverage among those to be contacted by him, but that he will endeavor to clear the matter as rapidly as possible.

Mr. Despol said he would have a report on the subject for the next Committee meeting.

7. Meeting

It came to the attention of the Committee that a meeting is to be held in the State Building, Los Angeles, on March 25, attended by representatives of management, employees, and representatives of the War Production Board, to develop a workable plan to accomplish increased efficiency of plant operation and greater production.

Further information developed the fact that Mr. George Roberts, WPB Labor Relations Assistant, CIO, Mr.Ed Gillis, WPB Labor Relations Assistant, AFL, and Mr. Lutz, representing the management of Smart and Final Company, constitute the committee of the War Production Board arranging this meeting.

8. Housing

Col. Walter H. Adams reported that on Wednesday, March 11, 1942, he attended a meeting of a Town Hall sub-committee group studying the housing problem. Mr. Robert Storment, of Lockheed-Vega Corporation, presented to the group results of a survey made by them. In brief, travel of employees of the Corporation amounts to 660,000 miles per day, or 33,000 cars, carrying 1.6 passengers per car; average round trip is 20 miles.

Mr. Mashburn stated that the Civilian Defense Committee on housing is attempting to have established a home registration office, so that accurate information may be had currently to show the number of vacancies in a given area, including houses for rent or for sale, rooms for rent, etc. Mr. Mashburn indicated that definite information of this type should be available so that families working in defense industries migh be encouraged to transfer home ownership or rentals for accommodations nearer to their work; also, that when accurate fact concerning the housing shortage are on hand, definite steps can be taken to plan a building program, thereby aiding in solving the serious transportation problem.

Mr. Beckett stressed the fact that when the rubber shortage becomes sufficiently acute, persons living at a distance from defense industry jobs will naturally gravitate toward more convenient housing locations, and that it is imperative that efforts be made to organize a housing program with Federal funds, without delay, so that when the need arises, the houses will be available.

The Committee was in agreement that a comprehensive program would materially assist in the solution of the transportation problem, and that some means should be provided to enlist the assistance of officials in Washington, D.C., in connection with securing an appropriation of Federal funds to finance the housing, without delay. It was brought out that there is available now an ample supply of building trades workmen.

Mr. Despol made the motion, which was subsequently seconded and unanimously carried, that Col. Walter H. Adams and Lt. Comdr. A. G. Berry, Jr., members of this Committee representing the Army and Navy, take appropriate steps to enlist the aid of the Army Air Corps and the Navy Department in effecting construction of houses, as soon as possible, in the vicinity of defense plants, where housing will be needed, when the facts show that there is, or will soon be, a lack of transportation facilities.

9. Report of Executive Officer:

a. Resignation of H. D. Carey.

Mr. Harnish stated that Mr. H. D. Carey, formerly affiliated with the Contract Distribution division of the War Production Board, has resigned to accept a position with Douglas Aircraft Corporation. Mr. Carey has previously attended our Committee meetings, as a representative of the Contract Distribution division. The Committee expressed the opinion that a letter should be directed to Mr. Carey, thanking him for past participation in our activity.

b. Agricultural Labor Shortage.

We have been advised by the Regional Labor Supply Committee that it is understood that procedures toward utilization of Japanese alien groups for migrant agricultural pursuits is to be effected. Such a recommendation was recently forwarded by the Southern California Industrial Area Labor Supply Committee to the Regional Committee for possible transmittal to Washington, at the suggestion of Lt. Comdr. A. G. Berry, Jr.

A telegram, quoted below, dated March 14, 1942, was received by Lt. Comdr. A. G. Berry, Jr., from Robert Beardsley, Jr., President of the Ventura County Farm Bureau in connection with the agricultural labor supply in that vicinity:

> "According to William J. Lee, Manager of the United States Employment Service in Ventura, we have approximately five thousand available agricultural workers as of the fifteenth of February. From these figures and the previous ones sent to you it would appear that with cooperation among all farmers crops for this year could be adequately harvested providing that none of this available labor were called away. I hope that these figures will be of some help to you in determining just how important the agricultural labor problem is in this county."

c. Dislocated Worker Unit.

It will be recalled that recently the desirability of a USES unit to handle placement of dislocated workers in this area was discussed. Subsequently procedures were worked out and adopted, and on March 11 a bulletin was issued by the USES, establishing a Displaced Workers Unit at 1100 South Flower Street, Los Angeles.

d. Mr. Harnish reported on a meeting he attended, of the Regional Labor Supply Committee, in San Francisco, on March 13, 1942. He explained the material covering the "Tentative Instructions and Policies Governing the Conduct of the Labor Supply and Training Program of the Labor Division of the War Production Board." Col. Walter H. Adams had received a copy of this tentative plan, and it is assumed that Capt. Traynor, at San Diego, has also been furnished with the material.

Mr. Harnish explained the attitude of the Regional Committee on this matter, and advised our group as to the unanimous resolution that was adopted pertaining thereto. It was further explained that the plan is only tentative.

However, our Committee members expressed a feeling that such excellent progress is being made by the Area Labor Supply Committee, as now constituted, that no change in operations should be considered at this time.

e. Labor Displacement.

The Executive Officer reported that two of the large automobile companies in this area which closed down last December, will soon be producing again under full schedules for war production materials. This will absorb practically all of the displaced automobile workers, and it was further stated that a pre-employment training program is in the process of development, whereby these displaced workers can be trained for their new type of employment.

f. Training Schools.

It was brought out that there are many unethical priva training schools in the community, and that close attentio should be paid to the approval of material priorities of such schools. Mr. Fishburn, of the TWI, stated that many such priorities are being referred to him from Washington on which his group makes careful investigation and recommends the approval or disapproval of priority materials r quested, based on the legitimate functioning of the schoo

The meeting adjourned at 7:15 p.m.

Miss Anderson

XII
Washington Area
No. 5 - 3/18/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

WOMEN'S BUREAU
[illegible] 1942
DEPARTMENT OF LABOR

Fifth Labor Supply Committee Meeting
Seattle - March 18, 1942

## LABOR RECRUITMENT

### Farm Labor Problem

Mr. Hardy, USES Director for Washington, spoke on the shortage of agricultural workers and requested permission to send a copy of the Employment Service's program for meeting the farm labor problem to each of the Committee members, which will be done.

### Shortage of Molders

General Winsor reported that Mr. Bird of the Molders' Union had not communicated with him again on this subject.

Mr. Lee Smith suggested that this should be followed up; that if molders are available, some arrangement should be made to bring them here; if not, some arrangement should be made to train them. It was reported that Mr. Hinton, who presented this matter at the last meeting, is working with a number of others on a program for training workers in the machine shops. Present indications are that this will be worked out successfully.

### Recruiting Methods

General Winsor stated that there has been some criticism concerning the Civil Service Commission's taking people away from important industrial production plants, some of whom come back to the plants complaining that the Civil Service jobs were not as specified. The Civil Service representative explained that it is up to the head of each agency to determine whether Government's needs are greater than the war production industries.

Mr. Bowman, representing Management, stated that in his opinion there should be restrictions on the movement of men from plant to plant. In the past such restrictions have not been enforced, but something may now crystallize along that line. Commander Manock pointed out that over-all production is curtailed by the present movement of workers between plants and that formal restraint of migration would probably have to come through Government regulations, perhaps restrictions put into contracts.

## DEFENSE TRAINING

### Engineering, Science, Management Defense Training

General Winsor spoke of this defense training program at the University of Washington, which is now offering courses in naval architecture, ship drafting, aircraft descriptive geometry, engineering calculus, etc. Comdr. Roos said that the Navy had found these courses very satisfactory.

JRB

## DEFENSE TRAINING - Continued

### Needle Crafts, NYA Training, and Construction Training

Mr. Hardy stated that the Committee will meet again next week with WPA, NYA and school authorities regarding needle crafts and the carrying out of contracts that have been let.

Mrs. Noble, Supervisor of Women in Industry for Washington, substantiated Mr. Hardy's statement that there is a shortage of needle workers and expressed the opinion that operators should be trained. Commander Manock stated that the Navy is planning to give paid training through the NYA. Colonel Nelson suggested that the age limits should be raised for NYA training. Mr. Tracey, representing Management, believed that training for building construction trades should be increased since Seattle men will probably be drawn away into other projects. Mr. Ross, representing U. S. Engineers, stated that they will need 4,000 construction workers between Seattle and Alaska on new work.

The Chairman suggested that the Committee continue its work and have a further study made as to what extent needs can be anticipated, both in supply and training, broken down into skills as much as possible, so that necessary facilities may be provided. Commander Roos reported that the Committee reviewing the training program had formulated a plan to get in touch with people who can give him information on the subject and will report later.

## DISRUPTIVE RECRUITING PRACTICES

### Loss of Workmen Attracted by Higher Wages in Shipyards and Other War Industries.

A representative of the Nettleton Lumber Co. stated his company's problem concerning the loss of workmen due to their being attracted to higher wages in the shipyards and other war industries. Question was raised as to whether or not the men leaving the plants had been requesting clearance, which was answered in the negative.

ACTION: It was agreed that a Committee should be appointed by the Chair to take the matter up with the timber and sawmill workers' union and report at the next meeting.

## COMMUNITY PROBLEMS

### Anticipated Problem of Transportation

Mr. D. H. Yates, Chairman of the Seattle Transit Commission, and Mr. Graber explained the rising demand and the lack of buses to meet it. Mr. Eastman of the Transit system substantiated their statements, which in substance were as follows: The city is now carrying 23% of the Boeing workers, which will increase as the workers' private cars are laid up for lack of tires and gas; the buses also haul those who use the Bremerton ferry and those going to Sand Point; when Boeing's Rention plant is completed the problem will be

## COMMUNITY PROBLEMS - Continued

### Anticipated Problem of Transportation - Continued

much more acute; also additional workers at Pacific Car and Foundry Company will need transportation. In the two last-named plants the North Coast Transportation Company is cooperating to give service. In the city, the railroads have been approached but indicate they can give no assistance at present. All of the Seattle Transit vehicles capable of being rolled are in service, and many will not serve much longer because of their age. The present requirements are 150 new buses, but if shift times are changed, 100 will suffice. Boeing's schedules now are: Half: 6:30 a.m. - 3:00 p.m. - 11:30 p.m., Half: 7:30 a.m. - 4:00 p.m. - 12:30 a.m.

It is believed that a change in shifts can spread the peak of the transit load and help in the solution. The Seattle Transit officials emphasized that they must have the cooperation and aid of the industries being served. The representative of Boeing Aircraft offered their cooperation and suggested that with regard to plant #4 the Commission figure out and suggest to Boeing's the time for shifts to break, which would be much easier to establish now than when other shifts have been set up. He presented a questionnaire which Boeing's employees are now filling out with regard to their private automobiles so that it can be estimated to what extent they can be used to relieve the transportation congestion.

The Chairman requested that certain additional data be furnished the Committee. Mr. Yates, Chairman Seattle Transit System, informed him that all this is contained in the application, a copy of which has already gone to the Office of the Under Secretary of War.

A motion was approved that the Chairman should appoint a special committee to continue study of the transportation problem.

## EMPLOYMENT OF WOMEN

### Employment Possibilities for Women in War Industries

Mr. Hardy, USES Director for Washington, reported that his Committee had been appointed to make a study of "Women in Industry", and had analyzed the whole problem of the employment of men and women alike. He read a number of estimates of labor needs. (Details contained in the Minutes.) Mr. Hardy stated that it will be impossible to train enough workers unless men and women are trained as fast as time will allow. The Committee's conclusions and recommendations are as follows: Absorption of women as soon as possible in those occupations agreed upon by the various advisory committees for defense training regardless of what type of training; increase of training facilities at once so that all eligible men and women can receive proper training.

Field Management Division
United States Employment Service
April 16, 1942

XII
SO. CALIF.
No. 24 - 3/16/42

WOMEN'S BUREAU
APR 7 1942
DEPARTMENT OF LABOR

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Twenty-fourth Labor Supply Committee Meeting
## Los Angeles - March 16, 1942

## LABOR SUPPLY COMMITTEE PROBLEMS

The Executive Officer reported on a meeting he attended of the Regional LSC, March 13, in San Francisco, on the tentative plan governing the labor supply and training program. Mr. Harnish explained the attitude of the Regional Committee on the matter, and advised the Southern California group of the resolution adopted pertaining thereto. The Southern California LSC expressed a feeling that such excellent progress is being made by the Area LSC, as now constituted, that no change in operations should be considered at this time.

### Meeting of San Diego Committee, March 10

The TWI representative (WPB) accompanied by Mr. M. J. Kane, a member of the TWI headquarters staff at Washington, D.C., attended this meeting, and explained to the group the general aims of the TWI. As a result, an invitation was extended these gentlemen to attend a noon meeting of the service club group, at which all those present (70 persons) were representatives of unions in San Diego. It was felt that the explanation of the TWI program there accomplished a great deal toward clarifying any doubts as to the value of the activity.

The TWI representatives have now been invited to visit several of the union groups in San Diego for the purpose of putting on a job instruction demonstration, so that a sample of the actual work being performed may be seen first hand. It is felt that this is a real opportunity to enlist boosters of the constructive TWI activities.

## LABOR DISPLACEMENT

### Two Large Automobile Companies to Resume Production

The Executive Officer reported that two of the large automobile companies in this area which closed down last December, will soon be producing again under full schedules for war production materials. This will absorb practically all of the displaced automobile workers, and it was further stated that a pre-employment training program is in the process of development, whereby these displaced workers can be trained for their new type of employment.

### Dislocated Worker Unit

In connection with the desirability of establishing a USES unit to handle placement of dislocated workers, procedures were worked out and adopted, and on March 11, a bulletin was issued by the USES, establishing a Displaced Workers Unit at 110 South Flower Street, Los Angeles.

## LABOR RECRUITMENT

### Agricultural Labor Shortage

The Southern California LSC has been advised by the Regional Committee that it is understood that procedures toward utilization of Japanese alien groups for migrant agricultural pursuits is to be effected. A telegram dated March 14, 1942, received by Lt. Comdr. Berry from the President of the Ventura County Farm Bureau, to the effect that according to the Manager of the USES in Ventura, approximately five thousand agricultural workers were available as of February 15. It pointed out that with cooperation of all farmers, crops could be harvested adequately providing none of this labor was called away.

### Report of USES Area Supervisor on a Spot Survey of Orders on File with the USES in Los Angeles County Indicating Hiring Practives by the Aircraft Industry Concerning Age Limitations and Physical Requirements

SUMMARY OF ANALYSIS
of a Sampling of 105 Orders
from 5 Aircraft Companies
(A single "order" may be for many "workers")

| 77 orders for men | 28 orders for women |
|---|---|
| 80% - no age restrictions | 15% - no age restrictions |
| 70% - no physical restrictions | 70% - 24 yrs. or older |
| | 80% - no physical restrictions |

Note: Physical requirements on 30% of the orders for men and 20% of the orders for women included specifications about:

- ability to stand all day
- keen vision
- height and weight
- emotional stability
- finger and hand dexterity and coordination
- ability to work in high temperature
- ability to work in dusty surroundings.

(For a more detailed report, see page 4 of the Minutes.)

It is evident that many openings are for men in the higher age brackets, although the large percentage of orders covers the entire employable age range. It is felt that this circumstance is quite apart from the likelihood of such men to be subject to the draft, but is desirable in order to give a better balance to the group of men employed. The orders for women, however, indicate that the majority have a minimum age of approximately 24 years. The opinion is that women applicants are sought who, either by virtue of age or circumstance, are able to assume responsibility and greater job interest.

It was stated that at the present time there is a temporary lull due to the shortage of materials and equipment.

## LABOR RECRUITMENT

### Comments of W. K. Hopkins, District Manager, TWI

Mr. Hopkins reported that following a meeting with several top officials of the North American Aviation Company, concerning utilization of man hours of certain skilled workers (beyond the 36 hours in which they are presently employed in the motion picture industry), it is hoped that a plan may be completed whereby that company will soon use the 3,000 to 4,000 man hours of machine work available.

## TRAINING

### Unethical Training Schools

It was brought out that there are many unethical private training schools in the community, and that close attention should be paid to the approval of material priorities of such schools. Mr. Fishburn, of the TWI, stated that many such priorities are being referred to him from Washington on which his group makes careful investigation and recommends the approval or disapproval of priority materials requested, based on the legitimate functioning of the school.

### TWI Activity

The CIO labor representative reported that at two recent meetings of the CIO there was discussion of desirability of supporting the job instruction program of the TWI. The CIO group requested that TWI give demonstrations of their training work to small union meetings which would enable those in attendance to furnish information regarding their actual training activity. The A. F. of L. representative concurred in the opinion that this would be most helpful. The TWI representative thought it a splendid idea and stated that TWI will be pleased to appear and present a condensed version of an actual job instruction training session.

## COMMUNITY PROBLEMS

### Housing

Colonel Adams, OUSW, reported having attended a meeting of the Town Hall sub-committee on March 11, for the purpose of studying the housing problem. Mr. Storment of the Lockheed-Vega Corp. presented to the group results of a survey made by them. In brief, travel of employees of the Corporation amounts to 660,000 miles per day, or 33,000 cars, carrying 1.6 passengers per car; average round trip is 20 miles.

The A. F. of L. representative stated that the Civilian Defense Committee on housing is attempting to have established a home registration office, showing current vacancies in a given area, including houses for rent or sale, rooms for rent, etc. Availability of such accurate facts, it was pointed out, would facilitate definite action on a building program, thereby aiding in solving the serious transportation problem. The fact was stressed that the time is not very distant when the rubber shortage will be so acute that persons living at a distance will gravitate toward more convenient housing locations, which makes it imperative to organize a housing program with Federal funds without delay so that houses will be available when need arises.

COMMUNITY PROBLEMS -- Continued

Housing - Continued

The Committee was in agreement that some means should be provided to enlist the assistance of officials in Washington, D.C. in connection with securing an appropriation of Federal funds to finance the housing, without delay. It was pointed out that there is now available an ample supply of building trades workmen.

Action: It was voted that Col. Adams and Lt. Comdr. Berry, members of this Committee, representing the Army and Navy, take appropriate steps to enlist the aid of the Army Air Corps and the Navy Department in effecting construction of houses as soon as possible in the vicinity of defense plants, when facts show that there is, or will soon be, a lack of transportation facilities.

EMPLOYMENT OF WOMEN

Industrial Welfare Commission Hearing

Four members of the Southern California LSC attended the hearing in connection with the matter of relaxing the rule now prohibiting women from working between the hours of 11:00 p.m. and 6:00 a.m., except upon payment of time and a half, it is the Committee's understanding that the Commission will permit such relaxation upon proper certification.

Mrs. Clark, a member of the Commission, requested that the LSC assist in setting up a procedure for certification and issuance of permits to war industry employers, whose production schedule requires employment of women during the hours above indicated. Mrs. Clark will contact the Executive Officer, LSC, regarding her suggestion. The Executive Officer was authorized by the Committee to offer the services of a sub-committee to meet with Mrs. Clark (if she calls upon the Committee) for the purpose of working out the required procedure. A sub-committee was appointed.

Field Management Division
United States Employment Service
April 3, 1942

# FIFTH MEETING OF THE
# WASHINGTON INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Seattle, Washington
March 18, 1942

WOMEN'S BUREAU
APR 7 1942
DEPARTMENT OF LABOR

## Members Present

**TRAINING WITHIN INDUSTRY**
General H. G. Winsor, District Representative, T.W.I., Chairman

**MANAGEMENT**
Claire Bowman, Assistant General Manager, Seattle-Tacoma Shipbuilding Corporation
Glenn V. Dierst, Supervisor of Plant Protection, Boeing Aircraft Company (representing E. R. Perry)

**LABOR**
Lee R. Smith, Labor Representative, War Production Board
Richard Tracey, Washington State Federation of Labor
H. I. Tucker, C.I.O.

**UNITED STATES EMPLOYMENT SERVICE**
A. F. Hardy, Director

**UNITED STATES CIVIL SERVICE COMMISSION**
Paul N. Cole, Acting District Manager, Eleventh District

**SELECTIVE SERVICE HEADQUARTERS**
Lt. Colonel William H. Nelson

**UNITED STATES NAVY**
Commander F. D. Manock

**UNITED STATES ENGINEERS**
Chester D. Ross, Labor Relations

James E. Carroll, Executive Officer

## Visitors

W. F. Patterson, United States Employment Service in Washington state
Walter A. Lee, Apprenticeship Committee, U. S. Department of Labor
Lloyd P. Graber, Seattle Transit System
D. H. Yates, Chairman, Seattle Transit System
Major A. J. Lewis, Selective Service System, representing General Hershey
Edward R. Jones, U. S. Customs Service
H. I. Tucker, Secretary W.S.I.U.C.
A. V. Eastman, Seattle Transit System
Isabelle C. Noble, Supervisor of Women In Industry, State of Washington
Herbert F. Jefferson, Executive in charge of Plant Operation, Nettleton Lumber Company, Seattle
Leighton H. Steele, Assistant District Representative, Training Within Industry, Seattle
Lt. Commander Roos, U.S.N.

APR 2 1942

The meeting was called to order by General H. G. Winsor, Chairman, at 2:15 P.M.

The Chairman introduced Mr. G. V. Dierst, one of the Supervisors from the Boeing Aircraft Company, Seattle, representing Mr. E. R. Perry, Assistant to the President of Boeing. He also introduced Mr. H. I. Tucker, Secretary of the Washington State Industrial Union Council.

The minutes of the previous meeting were ordered approved.

Reports of Committees

Mr. A. F. Hardy explained that his committee had been appointed to make a study of "Women in Industry", working with representatives of schools, industries and management. The committee analyzed the whole problem of the employment of men and women alike. He read a number of estimates of labor needs, the figures quoted having been decided upon after conferences with representatives of management and labor in both the shipbuilding and aircraft trades and in some manufacturing concerns. The construction industries were not included in the estimates, which totalled 78,432. Employment needs in Vancouver, Washington, aircraft employment at Gieger Field, Whidby Island and Paine Field will probably increase this by 35,000 and turnover on deferments may run it to an additional five or ten thousand. Mr. Hardy stated that it will be impossible to train enough workers unless men and women are trained as fast as time will allow.

The committee's conclusions and recommendations are as follows:

Absorption of women as soon as possible in those occupations agreed upon by the various advisory committees for defense training, regardless of what type of training; immediate training of additional women for needlework occupations for the Army and Navy; increase of training facilities at once so that all eligible men and women can receive proper training regardless of existing or anticipated hiring schedules of defense contractors.

The Committee believes that the Advisory Committee should be responsible for the prompt use of the Selective Service questionnaire sent to all employers by Lt. Col. William H. Nelson so that the effect of the Army draft on labor needs may be clarified.

Mr. Hardy stated that the committee will meet again next week with W.P.A., N.Y.A. and school authorities regarding needle crafts and the carrying out of contracts that have been let.

Mrs. Isabelle Noble substantiated Mr. Hardy's statement that there is a shortage of needle workers, and expressed the opinion that operators should be trained for one operation that is in demand so as to get production. Commander Manock stated that the Navy is planning to give paid training through the N.Y.A. Colonel Nelson suggested that the age limits should be raised for N.Y.A. training. Mr. Tracey believed that training for the building construction trades should be increased since Seattle men will probably be drawn away into other projects.

Mr. Ross said the U. S. Engineers figure they will need 4,000 construction workers between Seattle and Alaska on new work.

General Winsor suggested that the committee continue its work and have a further study made as to what extent needs can be anticipated, both in supply and training, broken down into skills as much as possible so that the necessary facilities may be provided.

Commander Roos reported that the committee reviewing the training program had formulated a plan to get in touch with people who can give information on the subject and will report later.

## Farm Labor Problem

Mr. Hardy spoke on the shortage of agricultural workers and requested permission to send a copy of the Employment Service's program fpr meeting the farm labor problem to each of the committee members, which will be done.

## Shortage of Molders

General Winsor reported that Mr. Bird of the Molders' Union had not communicated with him again on this subject.

Mr. Lee Smith suggested that this should be followed up; that if molders are available, some arrangement should be made to bring them here; if not, some arrangement should be made to train them. It was reported that Mr. Hinton, who presented this matter at the last meeting, is working with a number of others on a program for training workers in the machine shops. Present indications are that this will be worked out successfully.

## Recruiting Methods

General Winsor said there had been some criticisms concerning the Civil Service Commission's taking people away from important industrial production plants and that some of them have come back to the plants and complained that the Civil Service jobs were not as specified.

Mr. Cole replied that when a man asks for a job the Civil Service does not ask what he is now doing; that it is up to the head of each agency to determine whether the Government's needs are greater than those of war production industries.

Colonel Nelson spoke of the migration of labor and that there has been some pirating, but that there is an understood agreement now in war industries that a clearance must be had or there must be a ninety-day wait. That difficulty seems to be the fault of foremen, not management.

Mr. Bowman indicated that under the new shipyard agreement with the unions the wage scales would practically be set by the W.P.B. stabilization committee. He further emphasized that shipyards don't "scamp" labor first hand, but that workers are referred to them by the union. In his opinion there should be restrictions on the movement of men from plant to plant. He added that in the past such restrictions have not been enforced, but possibly something may now crystallize along that line.

Commander Manock pointed out that over-all production is curtailed by present movement of workers between plants and that formal restraint of migration would probably have to come through Government regulations, perhaps in the form of restrictions put into contracts. He explained that the plan now being followed is that Government agencies require the worker to get a release from his employer, and that plants object to this plan because the employee becomes disgruntled if they do not grant the release.

## Discussion of Absenteeism

The Chairman stated that this is evidently being adjusted in the shipyards but some questions had arisen with regard to other plants.

Mr. Dierst said there is a tendency for the men to stay off through the week, with the idea of working Saturday and Sundays in order to get overtime pay.

Mr. Bowman explained that in the shipyards there is an elimination of overtime until the men have worked five shifts and he believes that this arrangement would cut down about 90% of absenteeism.

Mr. Dierst declared it was very definitely a problem which Boeing has been trying to combat by refusing to permit men to work on overtime days if they have been absent without some legitimate reason. This arrangement is not the most satisfactory because it involves the most skilled workers whose absence affects production.

Commander Manock suggested putting such absentees into service.

Mr. Bowman felt that since the shipyards had obtained help from the OPM in working out a coast-wise shipyard agreement, this matter could be similarly handled in the airplane industry.

Mr. Dierst informed the committee that Boeing's is studying this problem now.

It was agreed that production committees to be set up in every yard might help in the solution of this problem.

## Engineering, Science, Management Defense Training

General Winsor spoke of this defense training program at the University of Washington, which is now offering courses in naval architecture, ship drafting, aircraft descriptive geometry, engineering calculus, etc.

Commander Roos said that the Navy had found these courses very satisfactory.

## The Anticipated Problem of Transportation

Mr. D. H. Yates, Chairman of the Seattle Transit Commission, and Mr. Graber explained the rising demand and the lack of buses to meet it. Mr. Eastman of the Transit system substantiated their statements, which in substance were as follows:

The city is now carrying 23% of the Boeing workers, which will increase as the workers' private cars are laid up for lack of tires and gas; the buses also haul those who use the Bremerton ferry and those going to Sand Point; when Boeing's Rention plant is completed the problem will be much more acute; also, additional workers at Pacific Car & Foundry Company will need transportation. In the two last-named plants the North Coast Transportation Company is cooperating to give service. In the city, the railroads have been approached but indicate they can give no assistance at present.

All of the Seattle Transit vehicles capable of being rolled are in service, and many will not serve much longer because of their age.

The aid of the Area Committee was sought in supporting the city's application for additional buses.

The present requirements are 150 new buses, but if shift times are changed 100 will suffice. Boeing's schedules now are:

Half: 6:30 A.M. - 3:00 P.M. - 11:30 P.M.
Half: 7:30 A.M. - 4:00 P.M. - 12:30 A.M.

The Seattle Transit officials believe a change to 6:00 A.M. - 2:00 P.M. - 10:00 P.M. would spread the peak of the transit load and help in the solution of some of its problems, which present a desperate situation which the city must meet now. Application has been made to the Defense Public Works for $1,300,000.00 which will supply 100 buses. 150 were requested, but this sum will permit the granting of 100. The system reached its maximum in 1940, and was designed for normal times, but not planned for such times as these. In January, 1942, the system was carrying 48% more than capacity; now carrying 56.10% more than capacity, which it, at first, could do because the system was new. Twenty-five Diesel-powered buses, which should have been overhauled at 75;000 miles have now gone 100,000 miles. Overhaul requires two days' time for each coach. While coaches are out of service, the transit system service slumps. The Seattle Transit officials emphasized it must have the cooperation and aid of the industries being served.

Mr. Dierst offered Boeing's cooperation and suggested with regard to Plant #4 (to employ 12,000 to 15,000 when completed) that the Commission figure out and suggest to Boeing's the time for shifts to break, which would be much easier to establish now than when other shifts have been set up.

Mr. Dierst presented a questionairre which Boeing's employees are now filling out with regard to their private automobiles so that it can be estimated to what extent they can be used to relieve the transportation congestion.

The Chairman requested certain additional data be furnished the Committee and Mr. Yates informed him all this is contained in the application, a copy of which has already gone to the Office of the Under Secretary of War.

A motion was approved the Chairman should appoint a special committee to continue study of the transportation problem.

General Winsor then introduced Mr. Jefferson of the Nettleton Lumber Company, who is the executive in charge of plant operation, who stated his company's problem concerning loss of workmen due to their being attracted by higher wages in the shipyards and other war industries. General Winsor inquired whether the men leaving his plant have been requesting clearances, to which Mr. Jefferson replied in the negative.

Mrs. Noble suggested the hiring of women as Weyerhaeuser has done to the extent of a large percent of its workers. Mr. Jefferson agreed his company might have to do so but up to now had considered theirs essentially a "back muscle" industry.

Thereupon, a motion was made and seconded that a committee be appointed by the Chair to take up the matter with the timber and sawmill workers' union and to report at the next meeting.

Oregon Industrial Area Labor Supply Committee

Mr. James Carroll, Executive Officer, reported on the last meeting of the Oregon Industrial Area Committee and outlined the discussion which took place at that time.

The Chairman reported on the meeting of the Regional Labor Supply Committee of March 13 and gave a general outline of the tentative plan for the revised organizational structure of the labor supply committees, together with recommendations of the Regional Committee on this plan.

Mr. Lee Smith gave the highlights of Miss Margaret Bondfield's discussion with the Regional Committee.

General Winsor informed those present that Miss Bondfield will meet with the Washington Industrial Area Labor Supply Committee in Seattle on March 31, complete notice of which will be sent to the members.

Mr. Edward R. Jones, U. S. Customs Liquidator, presented a matter to the attention of the Committee with regard to volunteer service for defense production. The Committee decided to give the matter further consideration.

The meeting adjourned at 5:45 P.M.

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XII
Southern California
No. 25 - 3/23/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Twenty-fifth Labor Supply Committee Meeting
## Los Angeles - March 23, 1942

## LABOR SUPPLY COMMITTEE PROBLEMS

### Expression of Appreciation

Several members of the Committee mentioned that Lt. Comdr. J. C. Arnold, USN, Ret., Assistant Inspector of Naval Material, has expressed sincere appreciation for the splendid cooperation and effectiveness of operation of our Committee in working out various problems coming to his attention. He has stated that he anticipates calling upon us for additional assistance as time goes on.

### War Production Board Meeting

Colonel Adams and Chairman Babcock reported on the WPB meeting held in the State Building, March 23, 1942, attended by representatives of Management and Labor. The purpose of the meeting was to arrange a production drive to speed up the production of Southern California industry. Arthur W. Lutz, Chairman of the California committee selected to supervise the drive, stated that to reach the goal, trust and teamwork must be maintained between management and labor. Other members of the Committee are WPB Labor Relations Assistants George Roberts, CIO, and Charles W. Gillis, AFL.

John Despol, representative of the Southern California LSC, made a very fine talk at the WPB meeting. Comments of Committee members included expression of the hope that the excellent purpose of the plan would not be thwarted by the possibility of suggestions becoming grievances; also that the grave danger of making war information public be guarded against by representatives of the Army and/or Navy, who may be assigned to specific plants.

## LABOR DISPLACEMENT

### Old Displacement Problems

Both the pre-employment and TWI programs for displaced auto workers are progressing in an orderly manner to meet production schedules of the General Motors plant, which has a war production contract in this area.

Aircraft hiring is quiet at the present time; therefore, few displaced workers are finding employment in that field. Building trades are picking up, and it is understood that a reduction has been effected of approximately 50% of construction workers previously reported as displaced.

RLB

## JOB DILUTION, UPGRADING AND TWI

### Gilfillan Radio Corporation

Mr. Gilfillan and Mr. Nevins, of the Gilfillan Radio Corp. were referred to the LSC Office by the Los Angeles Chamber of Commerce. Assistance was rendered in connection with their labor supply problems through cooperation of the USES, and by recommendation that an upgrading training program be instituted in their plant.

## DEFENSE TRAINING

### Ordnance Procurement Program

Col. Adams, H. R. Harnish, and Charles, Fishburn, TWI, conferred with Mr. Fred Jordon, Consultant, Tank and Combat Vehicle Division, Ordnance Office, Washington, on March 21, regarding labor supply and training in this area for industries manufacturing ordnance supplies--particularly for General Motors, Kinner Motors, and Byron Jackson Co. Arrangements have been made for close cooperation between the Ordnance Department, the TWI group, the USES, and our Committee.

## COMMUNITY PROBLEMS

### Housing

Following the request, by motion of the Committee that appropriate steps be taken by Col. Adams and Lt. Comdr. Berry, to enlist the aid of the Army Air Corps and the Navy Department in launching a Government-financed housing program in areas adjacent to plants, Col. Adams reported that he has communicated the recommendations of the Committee to Col. Charles E. Branshaw, Executive Officer, Western Procurement Division, U. S. Army Air Corps, in a letter dated March 19. Col. Adams will follow the matter closely and report developments to the Committee. Lt. Comdr. Berry reported that he is taking similar steps through Navy Department representatives, and will report results to the Committee.

Field Management Division
United States Employment Service
April 16, 1942

# TWENTY-FIFTH MEETING OF THE
# SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE
# LOS ANGELES, CALIFORNIA

March 23, 1942

## Members Present

### PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

### MANAGEMENT

Frank Barnhill, Charles R. Hadley Company

### LABOR

John Despol, Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL

### OUSW LIAISON OFFICER

Colonel Walter H. Adams, U. S. Army

### SELECTIVE SERVICE HEADQUARTERS

Lieutenant Commander A. G. Berry, Jr., U. S. Navy

H. R. Harnish, Executive Officer

## Visitors

James A. Nielson, Special Representative, 12th U.S. Civil Service District
Charles Fishburn, Training Within Industry division, WPB

The meeting was called to order by the Chairman at 5:00 p.m.

### 1. War Production Board Meeting

Col. Walter H. Adams and Chairman David T. Babcock reported on the WPB meeting held in the State Building, March 23, 1942, attended by representatives of management and labor. The purpose of the meeting was to launch a production drive which is expected to speed up the production of Southern California industry to meet the vital need for more war material and equipment of every kind. Arthur W. Lutz, chairman of the California committee selected to supervise the drive,

APR 3 1942

JRB

stated that in order to reach the goal toward which our country aims, without unnecessary and disastrous delays, a spirit of cooperation, trust and teamwork must be maintained between management and labor. Other members of the California committee are WPB Labor Relations Assistants George Roberts, CIO, and Charles W. Gillis, AFL. Mr. Gillis read from the WPB's pamphlet, which has been sent to all major war industries, the plan for joint committees of management and workers, set up for the duration of the war, to speed production by various means. Included are improvement of working conditions, greater safety precautions, operation of suggestion boxes so that employees may advance their ideas for efficiency, use of posters in plants, slogan contests, etc. The principal feature of the plan is the management-labor committee in various plants, which, it is believed, will result in full participation of every worker in the production drive.

Companies are requested to organize such committees, made up of equal representation of management and labor, management to select its own members. Labor representatives may be chosen from organizations having bargaining agreements with the particular company, if any; if not, employees will nominate their own representatives without any control by management. If there is a company union, the union is supposed to make its own nominations, with equal representation from each side. The committee is to make reports to Washington, with a view toward stimulating production, whether or not such reports are complimentary to the company involved.

Col. Adams stated that Mr. John Despol, of our group, made a very fine talk at the WPB meeting.

Comments by our Committee members included expression of the hope that the excellent purpose of the plan would not be thwarted by the possibility of suggestions becoming grievances; also that the grave danger of making war information public be guarded against by representatives of the Army and/or Navy, who may be assigned to specific plants.

2. Pre-Employment Training

Sub-committee meetings were held on the 19th and 23rd, in connection with evaluation of the National Defense Training programs, and for the purpose of formulating plans for an immediate survey of conditions surrounding pre-employment and testing for the shipbuilding industry. An early meeting has been scheduled with representatives of the shipbuilding companies now in production in this area. It will be necessary for the sub-committee to obtain the assistance of the USES Occupational Analysis Section, as a statistical survey is desired covering the operations of the testing laboratory for welding at Wilmington. The Executive Officer requested Mr. Blaine McCarter, in charge of the Occupational Analysis Section, Los Angeles, to meet with the sub-committee on the 23rd, which he did. Mr. McCarter assured the group that full cooperation will be extended by his section in connection with this important activity.

It is understood that four different groups -- Apprentice Training, WPB Committee, TWI, and the Labor Supply Committee, have been requested to make a survey of the effectiveness of training programs here. This, of course, would result in a duplication of effort, to say nothing of the inconvenience and loss of time to employers, who, while they have been most cooperative in offering to assist the Labor Supply Committee in its activity along this line, would certainly feel four similar surveys to be completely out of line with the need for quick action and efficiency in handling war production matters.

3. Meeting with Senator Ball, of the Truman Committee

Mr. Babcock reported that he attended a conference to meet Senator Ball, of the Truman Committee. Messrs. W. K. Hopkins, Charles Fishburn, and John B. Calhoon of TWI were present, as well as Charles Boren, Personnel Director of Paramount Studios, and C. W. Froome, of the Union Oil Company, both of whom have been lent to TWI to make an investigation of plants whose production is apparently slowing down rather rapidly.

Lt. Comdr. Arnold, of the Naval Inspection Service, made the request that the TWI division recommend methods to correct the situation in certain plants, and stated that he is very much pleased with the progress along this line made to date.

The duplication of effort in connection with a survey of training programs, mentioned above, was discussed with Senator Ball, and he was also given a rather complete report on the activities of the Labor Supply Committee and Training Within Industry.

4. Ordnance Procurement Program

Col. Adams, H. R. Harnish, and Charles Fishburn, TWI, conferred with Mr. Fred Jordon, Consultant, Tank and Combat Vehicle Division, Ordnance Office, Washington, on March 21, regarding labor supply and training in this area for industries manufacturing ordnance supplies--particularly for General Motors, Kinner Motors, and Byron Jackson Company. Arrangements have been made for close cooperation between the Ordnance Department, the Training Within Industry group, the United States Employment Service, and our Committee.

5. Housing

Following the request, by motion of the Committee at its March 16 meeting, that appropriate steps be taken by Col. Adams and Lt. Comdr. Berry to enlist the aid of the Army Air Corps and the Navy Department in launching a Government-financed housing program in areas adjacent to defense plants (which, it is felt, will alleviate to some extent the pending serious transportation shortage), Col. Adams reported that he has communicated the recommendations of the Committee to Col. Charles E. Branshaw, Executive Officer, Western Procurement Division, U.S. Army Air Corps, in a letter dated March 19, 1942. Col. Adams will follow the matter closely, and will report to the Committee regarding developments effected through Col. Branshaw.

In this connection, Lt. Comdr. Berry stated that he is taking similar steps through Navy Department representatives, and will communicate results to the Committee.

6. Expression of Appreciation

Several members of the Committee mentioned that Lieutenant Commander J. C. Arnold, USN, Ret., Assistant Inspector of Naval Material, has expressed sincere appreciation for the splendid cooperation and effectiveness of operation of our Committee in working out various problems coming to his attention. He has stated that he anticipates calling upon us for additional assistance as time goes on.

7. Executive Officer's Report:

a. Radio.

Mr. Harnish stated that on Saturday morning, March 21 1942, he participated in a radio broadcast over Station KFI, the script for which covered matters pertaining to Labor Supply activities.

b. Pirating.

Several cases of pirating between employers in this Area were handled during the week, and in each a discontinuance of the practice was assured.

c. Gilfillan Radio Corporation.

Mr. Gilfillan and Mr. Nevins, of the Gilfillan Radio Corporation, were referred to the Labor Supply Committee Office by the Los Angeles Chamber of Commerce. Assistance was rendered in connection with their labor supply problems through cooperation of the USES, and by recommendation that an upgrading training program be instituted in their plant.

d. New Displacement Problems.

A rather large number of new displacements came to the Committee's attention during the week, as shown by the list set out below:

| Company | Number Laid Off |
|---|---|
| General Controls Co. | 30 |
| Danforth Soda Fountain Co. | 3 |
| Reno Steel & Metals Co. | 5 |
| U. S. Spring & Bumper Co. | 100 |
| Bowers Manufacturing Co. | 40 |
| Virtue Bros. Manufacturing Co. | 20 |
| Calif. Brass Manufacturing Co. | 79 |
| Hallenscheid & McDonald | 94 |
| Price-Pfister Manufacturing Co. | 69 |
| Pacific Gas Radiator Co. | 34 |

e. Old Displacement Problems.

Both the pre-employment and Training Within Industry programs for displaced auto workers are progressing in an orderly manner to meet production schedules of the General Motors plant, which has a war production contract in this area.

Aircraft hiring is quiet at the present time; therefore, few displaced workers are finding employment in that field. Building trades are picking up, and it is understood that a reduction has been effected of approximately 50 per cent of construction workers previously reported as displaced.

f. Manufacturing Order - Employment of Women

It has been reported to the Labor Supply Committee that on Mar. 25, 1942, in San Francisco, the Industrial Welfare Commission is meeting in executive session for the purpose of bringing out the Manufacturing Order which will permit relaxation of the rule which now prohibits women from working between the hours of 11 p.m. and 6 a.m. except on payment of time and one-half.

The meeting adjourned at 6:00 p.m.

XII
Northern California
No. 8 - 3/28/42

WOMEN'S BUREAU
APR 22 1942
DEPARTMENT OF LABOR

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Eighth Labor Supply Committee Meeting
San Francisco - March 28, 1942

## LABOR RECRUITMENT

### Proposed Plan for a Central Shipbuilding Employment Office

Mr. Smith, Regional Labor Representative, WPB, reported that at the March 6 meeting of the Labor Committee the proposed plan for a central shipbuilding employment office was discussed. A meeting is scheduled for March 30, at which time report is expected as to the reaction of the members to the plan. The Acting Chairman directed that each member of the Area Committee be furnished a copy of the central shipbuilding employment office proposal.

### Mare Island Navy Yard Workers

Procedures now in use by the USES and the U. S. Civil Service Commission in connection with the clearance of orders for the Mare Island Navy Yard workers were discussed. Under the present procedures, much effort is duplicated on the part of the two agencies, as the ES is not permitted to clear orders beyond the area of the Twelfth U. S. Civil Service District.

ACTION: The Acting Chairman directed a sub-committee to formulate a resolution on behalf of the Area Committee with a view to promoting recruitment for Mare Island Navy Yard.

### Labor Relations and Supply for Shipyards

Mr. Smith, Labor Relations Representative, WPB, reported that the Todd-California Shipbuilding Corp. and the Richmond Shipbuilding Corp. are operating now on a three-shift 24-hour schedule and several other shipyards seem to favor the plan. Most of the shipyards are willing to go along, but insist on a ten-hour, two-shift basis which is not acceptable to the employees. It was pointed out that this attitude of the shipyards constitutes a breach of faith inasmuch as the employees last January relinquished double time for Sundays with the understanding that the yards would proceed on a full-time production basis. In response to a statement that perhaps two ten-hour shifts may be advisable in some cases because of the lack of supervisory personnel, Captain Laird charged that employers had been warned to build up their supervisory staffs in contemplation of such a contingency, and it was, therefore, their responsibility. Captain Laird stated that Navy Headquarters wants information and assistance from the Area Committee on the question. Captain Laird recommended the functioning of two groups in the shipyards composed of the workers and management, particularly stressing the elimination of top management and top labor, to the end that discussions by these groups would solve problems and increase production.

LABOR RECRUITMENT - Continued

Labor Supply for Growers and Canners

The Farm Placement Supervisor of USES outlined plans of the State Farm Labor Committee to conduct a joint registration and survey with the USES for the recruitment of students for canning and harvest work. Registration cards will be furnished USES offices in numbers commensurate with the population figures of the respective schools. ES offices will be given a list of schools with their estimated population and schools will be informed of the whole program to obtain volunteers for canning, processing, and cutting fruit.

The State Department of Education has established a new procedure where by students may secure an identification card immediately, which would be accepted as proof of permission to work. The students will be registered by the ES and the original registration card will be retained by the ES. The duplicate will be held by the school so as to assure all students having permits, and in order to notify boys and girls of employment opportunities.

The Executive Officer pointed out that through the guidance of the LSC this program has been consolidated under the USES as the operating agency, and that the program was ready to function, not only for the recruitment of students, but in the survey and recruitment of general farm labor.

Dr. Hecke, representing Agriculture, commended the excellent work of the ES and submitted a resolution passed by the California Chamber of Commerce setting forth a recommendation of the Agricultural Committee that the Sacramento Valley Council of the State Chamber of Commerce offer its cooperation to the USES and that the State Chamber of Commerce be urged to investigate further the labor needs of California agriculture during the war so that agriculture's case can be properly and vigorously presented to the governmental and other agencies concerned, and so that every duplication and overlapping of agencies may be avoided. Mr. Robinson, Management representative, mentioned the plan to circulate information in the schools by means of films, pictures, and lectures, that it be used to familiarize students with conditions of work. He submitted latest estimates of availability of workers indicated by the survey of former cannery employers.

Mr. Buckner, Farm Placement Supervisor, reported that data on agricultural labor requirements, being compiled by the University of California, will be available in about a month.

Labor Relations Representative Smith reported that in a discussion with Mr. Flanagan, head of the Canners and Process Workers' Union, it was suggested that workers between 16 and 18 should be taken in for half the

## LABOR RECRUITMENT - Continued

### Labor Supply for Growers and Canners - Continued

regular initiation fee of $5.00, with the understanding that if they followed up the job the following year they were to pay the $2.50 balance. The monthly dues average $1.25. The matter is to be placed before the union at its next Executive Council meeting in about two weeks. Mr. Smith and Colonel Harshman agreed to attend the meeting for the purpose of presenting to the Council the matter of proposed concessions to students.

## DEFENSE TRAINING

### Training of Women and Utilization of Displaced Workers

The Assistant Director, California USES, discussed the principal problem confronting the ES in the recruitment of trainees. He stated that 37,000 persons are now in training in California.

A significant development in the composition of training classes is the trend toward referral of large numbers of women, which is a complete reversal of the situation six months ago. It is now recognized--even by employers reluctant to face the situation three weeks ago--that the services of women must be largely relied upon to meet the demand for increased production. The housing problem will also be alleviated by the training of women. Approximately two-thirds of the persons referred to training courses in San Diego are women. It has been found that women are so well suited to inspection jobs that there is heavy drain on persons having those qualifications.

In the San Francisco Bay Area, approximately 1,200 persons are in training in Oakland with the same number in San Francisco. The training stations in San Francisco maintain a somewhat higher level of occupancy due to the heavy drain on trainees in Oakland where there is an increasing difficulty in recruiting trainees.

The displacement problem of several months ago has greatly changed, almost to the vanishing point. Generally speaking, there are jobs available for all displaced workers, Mr. Roeth said, predicting much difficulty by July or August in obtaining sufficient labor to meet the demand. He pointed out that not all demands of industry have to be supplied through the training program as many persons do not require training. He said the training program should be directed mainly toward those who are not employed; that some training procedure should be devised for diverting men from non-essential industries to war industries, possibly through shorter class periods, filling daytime classes with women and devoting night classes to those men.

In discussing placements from the training program, Mr. Roeth said that despite the fact that thousands of workers have been trained, there are no substantial pools of unemployed people who have received training--practically all have gone to work in industry.

## DEFENSE TRAINING - Continued

### Training of Women and Utilization of Displaced Workers - Continued

Mr. Roeth reported that the representative of one shipyard stated that plant would need 50,000 additional workers. He said the needs of many small industries can be filled by training women.

## MINORITY PROBLEMS

### Alien Discrimination

Mr. Smith, Regional Labor Representative, WPB, stated that the Nevada Consolidated Copper Co. situation has been taken up with the CIO representative having jurisdiction in the Ely, Nevada area, who in turn advised that the matter was receiving attention and report will be forthcoming shortly.

Mr. Smith reported that the metal trades do not discriminate against aliens, and as a matter of fact, they have a large number of aliens both from friendly and enemy nations employed at the present time. He stated, however, that there is a complaint brought by the Production Workers' Organization, involving plants engaged in the manufacture of shells, bombs, etc., the principal ones being the Hammond Aircraft Corp., Schlage Lock Co., McDonald Hardware Co., and Wells Manufacturing Co. Messrs. Haas and Robinson, representing Management, agreed to contact the plants and submit a report at the next meeting.

Field Management Division
United States Employment Service
April 16, 1942

# MINUTES OF THE EIGHTH MEETING
# OF THE
# NORTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE
## SAN FRANCISCO - MARCH 28, 1942

The meeting was called to order at 9:40 A.M. by Mr. Walter Haas, Acting Chairman in the absence of Mr. Alexander R. Heron. Those present were:

Mr. George W. Davis, Executive Officer

MANAGEMENT:
- Mr. Harrison Robinson, Marchant Calculating Machine Company
- Mr. Walter Haas, Levi Strauss & Company (Acting Chairman)

LABOR:
- Mr. Lee R. Smith, Regional Labor Representative, WPB

AGRICULTURE:
- Dr. George Hecke

DEFENSE TRAINING:
- Mr. W. S. Kienholz

UNITED STATES EMPLOYMENT SERVICE:
- Mr. Ralph G. Wadsworth, Director for California
- Mr. Charles F. B. Roeth, Assistant Director for California
- Mr. Frank Buckner, Farm Placement Supervisor

U. S. ARMY:
- Lieutenant Colonel C. C. Harshman, Ord. Dept.

U. S. NAVY:
- Captain G. H. Laird, Civilian Personnel Division

VISITORS:
- Miss Nathalie Panek, Labor Relations Assistant, Labor Division, WPB
- Mrs. Constance H. Day, Assistant Labor Market Analyst, Social Security Board
- Mr. Edwin Bates, Informational Service Representative, Social Security Board
- Mr. Clarence R. Johnson, Negro Employment and Training, Labor Division, WPB
- Mr. John E. Cooter, Farm Placement Representative, United States Employment Service

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## I. Alien Discrimination

With reference to the question which arose at the last meeting regarding discrimination against aliens on the part of the Nevada Consolidated Cooper Company at Ely, Nevada, Mr. Smith said the matter has been taken up by Mr. Dillon with his organization's representative having jurisdiction in that area, who in turn advised that the matter was receiving attention and that a report would be forthcoming shortly.

Also in connection with the discussion arising at the last meeting, Mr. Smith reported that the metal trades do not discriminate against aliens; as a matter of fact, they have a large number of both friendly and enemy aliens employed at the present time. There is, however, a complaint brought by the Production Workers Organization involving plants engaged in the manufacture of shells, bombs, et cetera, the principal ones being: Hammond Aircraft Corporation, Schlage Lock Company, McDonald Hardware Company, and Wells Manufacturing Company.

Mr. Haas and Mr. Robinson agreed to contact the plants and submit a report at the next meeting.

## II. Labor Supply for Growers and Canners

Mr. Buckner outlined the plans of the State Farm Labor Committee to conduct a joint registration and survey with the U. S. Employment Service for the recruitment of students for canning and harvest work. He presented a sample of the 5x8 registration card to be distributed to Employment Service offices in numbers commensurate with the population figures of the respective schools. He said it was not felt advisable to take a complete registration of junior colleges and universities this year as that would necessitate traveling to areas of work. The Employment Service offices will be given a list of schools with their estimated population, and the schools will be informed of the whole program to obtain volunteers for canning, processing and cutting fruit.

Mr. Buckner stated that the State Department of Education had established a new procedure whereby the students might secure an identification card immediately which, under agreement between the schools and the employers, would be accepted as proof of permission to work. After registration of the student by the Employment Service, the original registration card will be retained by the Employment Service; the duplicate will be held by the school (1) to be sure that all students have permits, and (2) in order to notify boys and girls of employment opportunities and to get them to the jobs.

Mr. Davis pointed out that at the inception of this program numerous agencies, including committees under the Department of Agriculture, the California Chamber of Commerce, and the State school system contemplated a survey and recruitment of labor for agriculture and canning industries; that through the directive efforts of the Area Labor Supply Committee all such agencies had consolidated their efforts in a single program under the United States Employment Service as the operating agency; and that the program was ready to function, not only for the recruitment of students but in the survey and recruitment of general farm labor.

Dr. Hecke commended the excellent work of the Employment Service. He submitted to the Committee for review the following resolution passed by the California Chamber of Commerce:

"Secretary of Agriculture Wickard has stated that 'Food will win this war,' and California is eager to do more than its part to make this declaration a reality. However, an adequate labor supply is vital to accomplish this purpose, and there are increasing signs that a severe shortage of labor for farm needs is a certainty. The United States Employment Service is conscious of this problem and is organizing its operations in an excellent manner to do its full part in recruiting this labor. Therefore, the Agricultural Committee recommends that the Sacramento Valley Council of the State Chamber of Commerce offer its cooperation to the United States Employment Service so that full consideration will be given to the needs of California agriculture for labor during the war period.

"The Committee further recommends that the Sacramento Valley Council urge the State Chamber of Commerce to investigate further the labor needs of California agriculture during the war so that agriculture's case can be properly and vigorously presented to the governmental and other agencies concerned, and so that duplication and overlapping of agencies may be avoided so far as possible."

Mr. Robinson mentioned the plan to circulate information in the schools by means of films, pictures, and lectures with a view to familiarizing the students with the conditions of the work they will be expected to encounter. He submitted the latest estimates covering availability as shown by the survey of former cannery employees, of whom 1,160 were shown to be enemy aliens. This survey covered 48 plants; 53,635 questionnaires were mailed; 30,871 replies were received, or 57.56% of the total. It was pointed out that the peak employment loads in production of peaches and tomatoes would require concerted efforts to meet such labor demands.

Mr. Buckner, in referring to the data on agricultural labor requirements now being compiled by Dr. R. L. Adams of the University of California, reported that this study will probably be available in about a month. In view of the urgent need for this data, the Committee that the University should be asked to hasten the completion of this essential information.

Mr. Smith reported that, in a discussion with Mr. Dan Flanagan, head of the Canners and Process Workers Union, it was suggested that workers between 16 and 18 should be taken in for half the regulation initiation fee of $5, with the understanding that if they followed up the job the following year they were to pay the $2.50 balance. The monthly dues average $1.25. Mr. Flanagan wished to place the matter before the Executive Council of the union at its next meeting in about two weeks. Mr. Smith and Colonel Harshman agreed to attend that meeting for the purpose of presenting to the Council the matter of proposed concessions to students.

Mr. Davis read a letter dated March 16 from Mr. Flanagan, proposing a four-point program for the maintenance of maximum production of food items for the duration of the war, as follows:

1. Comparison of the 1942 prospective pack with previous years.

2. If less than maximum production which plant facilities could carry, can other essential food items, not previously handled by company, be canned to take up the slack?

3. If so, can this accomplished without alterations to present mechanical facilities?

4. If alterations are necessary, can they be handled, can they be handled by the company or would government aid be required?

Mr. Davis also read a letter from General McSherry to Senator Downey, explaining the priorities regulations covering the packing of tomatoes and other essential foods.

Captain Laird expressed disagreement with the premise upon which Mr. Flanagan's letter was based, stating that we should make long-range plans anticipating a labor shortage rather than being disturbed by an apparent present surplus. Mr. Robinson stated that the question of re-adjustment of container sizes has already been studied by experts and, in fact, is not the function of the Area Committee.

## III. Labor Relations and Supply for Shipyards

Mr. Smith, referring to the discussion at the last meeting concerning a three-shift basis of operation at the shipbuilding plants, reported that Todd-California Shipbuilding Corporation and Richmond Shipbuilding Corporations are operating now on a three-shift, 24-hour schedule, and that several other shipyards seem to favor the plan. Most of the shipyards are willing to go along, but insist on a ten-hour, two-shift basis which is not acceptable to the employees. He pointed out that this attitude of the shipyards constitutes a breach of faith inasmuch as the employees last January relinquished double time for Sunday work with the understanding that the yards would proceed on a full-time production basis.

In reply to Mr. Robinson's statement that perhaps there are cases where two ten-hour shifts will be advisable, due to lack of supervisory personnel for example, Captain Laird charged the employers with responsibility in view of the warning given them long ago to build up their supervisory staff in contemplation of just such a contingency as they now face. Captain Laird stated that Navy Headquarters wants information and assistance from the Area Committee on the question. Mr. Smith expressed the belief that the shipyards should be made forcefully aware of their responsibility and obligation.

Mr. Smith reported that at the March 6 meeting of the Labor Committee the proposed plan for a central shipbuilding employment office was discussed; and that a meeting is scheduled for March 30 at which time a report is expected as to the reaction of the members to the plan.

The Acting Chairman directed that each member of the Area Committee be furnished a copy of the central shipbuilding employment office proposal.

Mr. Davis described the procedures now in use by the U. S. Employment Service and the U. S. Civil Service Commission in the clearance of orders for Mare Island Navy Yard workers. Under the present procedures, much effort is duplicated on the part of the two agencies, as the Employment Service is not permitted to clear orders beyond the area of the Twelfth U. S. Civil Service District.

Acting Chairman Haas directed that Captain Laird, Mr. Kranz, and Lieutenant Colonel Harshman formulate a resolution on behalf of the Area Committee with a view to promoting recruitment for Mare Island Navy Yard.

Mr. Smith reported that the Citizens for Victory Committee, representatives of which lawyers' group appeared before the Area Committee on February 28, had submitted their plan to the Unity Committee of the Railroad Brotherhood, receiving the endorsement of that body; also that the plan had been submitted to several shipyards.

Mr. Smith told of the formation of the Production Drive Committee of the War Production Board, with aims closely paralleling those of the lawyers' committee; to such an extent, in fact, that the activities of the latter group have been rendered somewhat superfluous. However, the group of attorneys is anxious to serve in any way possible and Mr. Smith recommended continued contact with them.

Captain Laird recommended the functioning of two groups in the shipyards composed of the workers and management - particularly stressing the elimination of top management and top labor - to the end that discussions by these groups would solve problems and increase production.

Mr. Haas stated that some of the plants have successfully adopted such a plan.

At this point Mr. Haas, who was obliged to leave to meet a plane, asked Mr. Robinson to assume the duties of Acting Chairman for the remainder of the session.

## IV. National Defense Training Program

Mr. Rooth discussed the principal problems confronting the Employment Service in the recruitment of trainees. The program is conducted on a local basis by schools to meet the general needs of local industry, principally concentrated in Los Angeles, San Diego and San Francisco, with the exception of air depots. Training categories are determined by a local Council of Administrators, consisting of a State Department of Education representative, an Employment Service representative, and a representative of the National Youth Administration. The Council consults a committee represented equally by Labor and Management, which studies and acts upon local needs. The State Council is composed of the same constituent representatives as the local Council and meets with the latter group to discuss and solve various problems.

Mr. Roeth stated that 37,000 persons are in training in California under this program, of which approximately 17,000 are in preemployment training and 19,000 in supplementary training. Mr. Roeth pointed out that his report dealt with preemployment training.

A significant development in the composition of training classes is the trend toward referral of large numbers of women, which is a complete reversal of the situation six months ago. It is now recognized - even by employers who were reluctant to face the situation three weeks ago - that the services of women must be largely relied upon to meet the demand for increased production. Another factor to be considered is that the housing problem usually entailed by moving large groups of people to training centers, will be alleviated by training and employing local women. Approximately two-thirds of the persons referred to training courses in San Diego are women.

It has been found that women are so well suited to inspection jobs that there is a heavy drain on persons having those qualifications.

In the San Francisco Bay area, approximately 1200 persons are in training in Oakland with about the same number in San Francisco. The training stations in San Francisco maintain a somewhat higher level of occupancy due to the heavy drain on trainees in Oakland where there is an increasing difficulty in recruiting trainees.

Mr. Roeth stated the displacement problem of several months ago has greatly changed, almost to the vanishing point. Generally speaking, there are jobs available for all displaced workers, Mr. Roeth said, predicting much difficulty by July or August in obtaining sufficient labor to meet the demand. he pointed out that not all demands of industry have to be supplied through the training program, as many persons do not require training. He said the training program should be directed mainly toward those who are not employed; that some training procedure should be devised for diverting men from nonessential industries to war industries, possibly through shorter class periods, filling daytime classes with women and devoting night classes to those men.

In discussing placements from the training program, Mr. Roeth said that despite the fact that thousands of workers have been trained, there are no substantial pools of unemployed people who have received training - practically all have gone to work in industry

Mr. Roeth reported that the representative of one shipyard stated that plant would need 50,000 additional workers. He said the needs of many small industries can be filled by training women.

The Committee agreed that Mr. Roeth's comprehensive report eliminated the necessity for a report from the sub-committee appointed at the March 7 meeting to study the preemployment training program.

## V. Pending Problems

Mr. Smith reported that the dispute over the going wage rate for employees working in refrigerator plants in this area, and discussed at the last two meetings of the Committee, had been taken up by the interested union with the Wage Board. They were advised by Major Shirley of that Board that the manner of handling cold storage and refrigeration for the Government will likely be changed within the next month or so, and that it does not appear advisable to go further into the question at this time. The union representatives are satisfied that the matter is being handled properly.

## VI. Miscellaneous

Colonel Harshman reported that a new directive has been received from State Selective Service headquarters, containing more stringent provisions than heretofore. Occupational deferments cannot be allowed except to those persons in critical occupations in industries engaged in direct war production, or in direct support of the war effort - and their activities in such essential production must be of a predominant nature. It is likely that in the near future dependency allotments will be established and that the Service will begin to call men with dependents.

In reply to a question, Colonel Harshman explained that food production has been explicitly listed as an industry in support of the war effort. He agreed to furnish a copy of the directive to the Committee for duplication and distribution.

For the information of the Committee, Mr. Davis reported that the House Ways & Means Committee has disapproved the proposed plan for War Displacement Benefits.

The meeting adjourned at twelve Noon.

* * * * *

Miss Anderson

# SIXTH MEETING OF THE
# OREGON INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Portland, Oregon
March 28, 1942

## Members Present

**PUBLIC**
Otto Hartwig, Chairman, Crown Zellerbach Corporation

**MANAGEMENT**
Eugene Caldwell, Willamette Hyster Corporation

**LABOR**
Edward Hein, A.F. of L.
Ralph Peoples, C.I.O.

**SELECTIVE SERVICE**
Major Sol Richanbach, U.S.A.

**U.S.NAVY**
Commander Beckwith, U.S.N.

**TRAINING WITHIN INDUSTRY**
Laurin Hinman, alternate for General H. G. Winsor

**U.S.EMPLOYMENT SERVICE**
G.L. Harding, representing L.C. Stoll

James E. Carroll, Executive Officer

## Visitors

The Right Honorable Miss Margaret Bondfield, former Minister of Labor of Great Britain
Charles Gram, State Labor Commissioner
William Kimsey, Assistant State Labor Commissioner
Fred Irwin, Apprentice Training Committee
Mr. Gordon and other representatives of the C.I.O.
Representatives of the A.F. of L.
Mr. Badger, Assistant Superintendent of Schools, Portland
John U. Smith, Regional Office, Bureau of Employment Security
A. Isaacs, State Board for Vocational Education
V. L. Sexton, Statistical Supervisor, U.S.E.S. in Oregon
Personnel of the U.S.E.S. in Oregon
Personnel of Defense Training Schools in Portland

The meeting was called to order by Chairman Hartwig at 10:10 A.M. The Chairman explained the purpose of the meeting and introduced the Right Honorable Miss Margaret Bondfield, former Minister of Labor of Great Britain, who addressed the meeting as follows:

I am very glad to meet this group of practical workers. I know you will be carrying heavy responsibilities and I am only too glad to tell you anything

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that will be of help to you.

The declaration of war came on Sunday at eleven o'clock, while I was attending church at home, with the first air raid siren sounding at twelve o'clock. The clergyman in our church made announcement of the declaration of war and gave permission to leave to those whose duties compelled them to do so. Those having duties in the home guard and similar duties calmly left to report to their posts, while others remained to attend the services. As these people went about their business, they were very calm.

I look back now and laugh about what we then considered an adequate home guard. These men had no weapons--they were elderly men--they were not equipped. It took us some three or four months before we got settled in our stride; women of the households were harnessed to the machine of civilian defense and were given specific duties to do.

Most of us tried our gas masks about every fortnight in the beginning, and later not at all. Inspection of masks was held about every three months. The greatest difficulty was with the children; they had been taught to carry their masks all the time, and would drop them in ponds and otherwise damage them. It was the duty of teachers in the schools to see that when a child's mask was damaged it was taken to the station for immediate repair. I believe that carrying our gas masks with us at all times had the effect of inspiring confidence, of making us feel that if gas warfare came, we would be ready for it. Carrying our masks gave us assurance. We felt certain that gas would be used on any invasion, as it had not been used on other invaded countries and would be the weapon used on England.

The question of lighting was always with us. The speed with which airplanes could appear in the skies was amazing, making blackout from sunset to sunrise necessary. This blackout complicated transportation. The shopping public might be informed at any minute that buses were to be commandeered. If a factory is bombed and operations must be continued immediately, all available vehicles are taken over by the government to transport to the factory the workers needed to replace those who were injured in the raid. An example of this is the factory which had 1,000 workers out of service because of bombing. The factory officials contacted the Employment Exchange in a nearby town. By four o'clock in the afternoon, workers had been arranged for interview; by five o'clock, railroad officials were beginning to transport workers; by six o'clock, 200 of the women workers were at work on the night shift. Within the next 24 hours, the 1,000 workers needed had been transported to the factory. This is an example of the marvelous coordination between government authorities, railroad officials, and workers.

The civilian population has become accustomed to being told what to do, and has become accustomed to having available transportation taken over by the government.

Because so many homes were bombed, the housing problem was one of the greatest. An effort was made to solve this problem by billeting. A house to house canvass was made to examine every available empty room. All suitable rooms were listed with the Billeting Office and arrangements made to billet people in such suitable homes. A housewife whose rooms were suitable was given a billeting allowance. She was expected to furnish linens for the room, but was not required to furnish food, due to the rationing. Arrangements might be made between the landlady and the person so billeted, within the government limits. The billetee was protected from profiteering because landladies were restricted to a certain overhead charge. In the event that a billetee was unhappy because the landlady made it unpleasant for him, an effort was made to remove the billetee to another home. Landladies who did not give their cooperation in helping the billetees feel at home were looked upon as bad citizens.

There were many groups of volunteer workers. One of these groups was the National Council of Social Service, a voluntary body which received assistance from the government. The members of this group were familiar with the neighborhoods, as they constantly contacted the people and knew of existing conditions; other groups similar to the National Council existed, also familiar with neighborhood conditions. Because of the importance of having a knowledge of neighborhoods during raids, it was necessary to bring people of all of these groups together in the whole of the civilian defense picture, so that the most might be made of their valuable services. When the war broke out, all such organizations were asked to band together.

Another such group was the women's organizations. There were 35 or 40 of these organizations in the country, having been brought together by a common interest in one particular branch of legislation such as the child welfare laws, etc., and they had been formed to be a special pressure group to educate public opinion and to bring pressure on the authorities. These groups were very useful and particularly trained in their own special line.

An effort was made to prevent overlapping and waste of time; each group had to make sure they were not meddling with someone else's job. People worked best in districts with which they were familiar and in raids it was the knowledge of the district that was needed for the best results. In districts where very little or no social work was being carried on, it was difficult to carry on work after a raid.

One of the outstanding results of air raids and the necessity for people being in shelters together was the understanding which came into being between people who had never before contacted each other and knew very little about their neighbors. Those people who had never before come to regard those who did all the "dirty work" as being real personalities and real people learned that such people could be just as brave as any, under fire. After hours together in the shelters, the barrier which had existed between classes of people for years disappeared and there came as a result much more thorough understanding of the lives of one another. There came with this knowledge of other people respect for the human soul--respect for themselves in that they knew they could "take it".

Some people, known as "shelter dwellers" live in the shelters all the time. Were these people to sleep in their homes, they would not rest as they would constantly be alert to the sound of the siren and overhead planes. Sleeping in the shelters accustoms them to the shelter and gives them confidence.

A very rounded-out community life has been developed in the air-raid shelters. Each shelter makes its own regulations, one of the strictest being the bed-time rule of ten o'clock. People who might be obnoxious or offensive are not allowed in the shelters. The biggest shelter in London can house 8,000 people, and there are eight miles of air raid shelter in London alone. It has been possible to make shelters air conditioned, with a water supply, modern sanitation, and space for bedding. Each person must furnish his own bedding, as it is neither expected or probable that the same person will use the same bed each night. A program for furnishing food supply for shelters has been developed, also.

All types of entertainment have been organized for evenings in the shelters. There are study courses, games, orchestras--it is difficult to put a limit on what can be done in these shelters. The chief warden of a shelter in London holding 8,000 people is a dwarf, about three feet high, who has the ability to organize games and diversions for the people, and demand their respect. The shelter has been organized into sections -- the music section, the drawing section, the reading section, etc., and is well managed.

The expectancy of raids was lulled to some extent during the Russian campaign, and we were able to get some things done which will have a direct bearing on our attack strategy.

One of the great advantages which Hitler has is complete control of all the ports. We made an attempt to send food into starving Greece, but all supplies and food fell into the hands of Nazi soldiers. People in invaded countries send us messages, telling us not to send food as it will never reach them.

I do not know how to convey the support the government gets in the rationing of food. Seventy per cent of the people are taking their meals at community tables because the government asks them to do so, thereby saving food and fuel. The handling of food stuffs is organized under the Food Ministry, along with the Ministry of Agriculture. The harvests of 1941 exceeded those of 1940, but we are still working on a very narrow margin. When food comes in which is not immediately needed and can be kept, it is added to the supply that is being built up against the time when we can reach those peoples of invaded countries. Every housewife is asked to cooperate, and the result has been very satisfying. People refusing to comply with the food rationing laws are called "Black Market" people, and those found having any such dealings are highly scorned as being unpatriotic.

The best hotels in England also are rationed in the ordinary foods. However, foreigners who visit England can obtain the rich foods which English people do not now have money to buy, as these foods make up a very small percentage of the food consumed and have no strong bearing on the food supply.

Propaganda in this war has been kept on a higher level than that of the last war; there has been no appeal to the baser instincts of man as was the case during World War I. Inasfar as the government is able to do so, the public has been kept well-informed. Sometimes it is impossible to release news until after the incident has occurred, but at the same time no false release of news is made in the meantime.

Against the 140,000,000 people working for Hitler, most of them in slavery, we have 22,000,000 people in industry, working in factories day in and day out.

The outstanding feature of this war is the conquest of fear by the English people. One of the principal reasons for the confidence of the English people is the Battle of Dunkerque. Out of the blackest defeat in military history, we had an absolute and overwhelming conviction that we were going to win. In four days, 465,000 of the Expeditionary Force escaped in a channel calm that was almost unprecedented--small boats, ordinarily unable to cross the channel were able to cross and bring back members of the force. As a result of this, the British people were welded into one solid belief that we would win, and they are no longer afraid. I believe that this belief of the British people in the absolute victory is the secret of their willingness to help and their courage.

Teachers have helped children immensely by not showing fear. The teachers hold "shelter performances" for the children (NOT called air-raid drills) and the children look forward to these performances quite happily, unafraid and with a song on their lips.

There are constant acts of heroism of neighborhood groups in fighting air raids. It has been impossible to record these acts in the daily papers, as papers have been cut down to four pages, but one of the best records of these acts is John Strachey's, "Digging for Mrs. Miller", giving the facts of how ordinary people act under fire, and their unsung deeds of valor.

Intercepting planes was a difficult job during the beginning of the war. Although it was possible to send warnings in time that air raid sirens might be sounded, the warnings could not reach the air fields in time for the British planes to reach the altitude at which enemy planes were flying. There were no available planes to keep a constant vigil. It was indeed difficult to learn to chart the speed of different types of fighter planes and bombers, but experience has taught us how to chart the speeds of these different planes, making it possible for our fighter planes to reach the combat zone more readily.

I cannot stress too heavily the importance of people working in their own neighborhoods. People who have been really helpful have been the union officials, the trained social workers, the public health officers, who know the people in their neighborhood. Many people have been literally blown to bits, and identification of bodies after a raid is not a pleasant thing.

This war is teaching us that life is important; that people are important--much more important than things.

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At the end of her talk, the meeting was thrown open to questions which Miss Bondfield answered. In these answers was brought out the fact that clearing debris after an air raid is done by labor obtained from the Labor Exchange and requires highly skilled people, as decisions must be made as to what buildings must be demolished and which can remain. The army also furnishes labor for this use.

In answer to a question regarding the Employment Exchange, Miss Bondfield stated that the Minister of Labor is head of one of the strongest departments of the government, which has complete control of the labor power of the country. She added that it has been necessary to return 80,000 people from the fighting fronts to get more help where it is needed for production, because there were not enough trained women. 3,000 miners were returned from the army to increase the coal reserves. Every person must register at the Employment Exchange, and unmarried women between 19 and 40 are conscripted with five choices of service--Airforce Auxiliary, Army and Navy Auxiliaries, Civilian Defense work and Industrial work. If they are unable to make a choice,it is made for them by the Employment Exchange. Older women and married women who volunteer and show capacity for training, will be trained and put in industrial work at a paid wage, and must accept the rules and regulations of the plant in which they work.

In reply to a question regarding strike legislation, Miss Bondfield made it clear that both employers and workers agree to no strikes or lockouts during the war. In case of disagreement the representatives of labor and management discuss the matter freely, and the Ministry of Labor has the problem referred by both sides to a board composed of impartial members acceptable to both parties and not connected with the industry, for final adjustment.

Miss Bondfield emphasized that there will be strikes, but if a strike is illegal, it is treated as an offense against the law. In any case, it is considered of most importance to get the men back to work.

Relative to a question on hours of labor, Miss Bondfield indicated that the maximum for men is 60 hours and 56 hours for women, but there is no general standard maximum, because it has been found necessary to vary the maximum, depending on the type of work. For example, for coil winders, the maximum has been set at 43½ hours, at which point maximum production is reached. This was arrived at after experimental variation of working time.

It was found that commuting of workers over long distances affected their production, so hotels were built near the plants, in which provisions are made for a community life.

Miss Bondfield added that the government has complete control over the lives of every working man and woman in the country, and that Mr. Bevin has power to employ or dismiss people from jobs. However, appeal boards for employers and employees have been set up everywhere. The power to transfer workers has been taken away from employers in order to eliminate the possibility of employers' hiring workers away from each other. In short, the responsibility of movement of labor rests entirely with the government.

When questioned about medical aid for workers, Miss Bondfield stated that clinics have been established in industrial plants, to which workers are now going when they think they are ill, instead of waiting until they are definitely ill. This reduces lost time due to illness, and reports on the health of the nation would indicate that the health standard is higher than before the war, due to the fact that the people are taking better care of themselves. In addition, clinics are established in the larger air raid shelters, at which aid for minor illnesses and injuries is available.

Miss Bondfield concluded with the statement that the people of England are loaning their money to the government,interest-free in some cases, and by purchasing war certificates at about 2½ percent interest. She indicated that the people are urged to save money in this manner so they will have a hand in starting industry after the war to return to their normal way of life. They are told that the money which they loan to the government will be waiting for them when the war is over, for their use in establishing business again.

The Chairman closed the meeting by expressing the appreciation of the Oregon Industrial Area Committee and its guests to Miss Bondfield.

Meeting was adjourned at 12:15 P.M.

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# TWENTY-SIXTH MEETING OF THE
# SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE
# LOS ANGELES, CALIFORNIA

March 30, 1942

## Members Present

**MANAGEMENT**

Frank Barnhill, Charles R. Hadley Company, Acting Chairman

**LABOR**

John Despol, Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL

**OUSW LIAISON OFFICER**

Colonel Walter H. Adams, U. S. Army

**SELECTIVE SERVICE HEADQUARTERS**

Lieutenant Commander A. G. Berry, Jr., U. S. Navy

H. R. Harnish, Executive Officer

The meeting was called to order by the Chairman at 5:15 p.m.

1. Absence of Chairman David T. Babcock

Mr. Frank Barnhill acted as Chairman of the meeting, in the absence of Mr. David T. Babcock.

2. Report on Trip to Las Vegas, Nevada

Col. Walter H. Adams reported that in company with Mr. H. R. Harnish, he visited officials of Basic Magnesium, Inc., and the McNeill Construction Company, in Las Vegas, Tuesday, March 24, 1942. It is felt that the first-hand knowledge obtained concerning employment conditions in Las Vegas will be of considerable value in connection with draft deferment matters, as they develop in that district. The aforementioned company officials expressed appreciation for the assistance rendered to them by Col. Adams and Mr. Harnish, as to current Selective Service and labor supply problems.

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3. Report on Evaluation of Pre-employment Training for Defense

Mr. Mashburn stated that in connection with the subcommittee's previously determined plans, a meeting of that group, representatives of the four shipbuilding companies now in production in this Area, and interested union men will be held at Wilmington March 31, 1942. The purpose of the meeting is to discuss recent reports made to the Labor Supply Committee that difficulty is being experienced in securing an adequate supply of properly trained welders in the shipbuilding industry.

4. Tentative Plan for Recruitment of Labor for Shipyards

Mr. John Despol, CIO, and Mr. Lloyd Mashburn, AFL, stated that a majority of the union representatives they have contacted have approved in principle the proposed tentative plan for recruitment of labor for the shipbuilding industry, which will give specific attention to employment of displaced qualified workers. The tentative plan is now ready for submission to shipbuilding management for approval.

5. Manufacturing Order

Mr. Harnish reported he had been advised by the Industrial Welfare Commission office in Los Angeles that on March 25, the Industrial Welfare Commission issued the Manufacturing Order which pertains to the employment of women in defense industries. A copy of the Order has not been received as yet. However, we have been assured that this Manufacturing Order adequately covers the changes recommended by this Committee.

It was the consensus of the Committee that a definite procedure (in line with provisions of the new Manufacturing Order) should be worked out for certification and issuance of the permits to war industry employers, whose production schedule requires employment of women between the hours of 12:00 p.m. and 6:00 a.m., at a regular wage scale. Mrs. Margarete Clark, member of the Industrial Welfare Commission, had previously mentioned that she would probably call upon the Area Labor Supply Committee for assistance in working out this procedure. In addition to Messrs. Lloyd Mashburn, John Despol, Col. Walter H. Adams, and H. R. Harnish (designated at the March 16 meeting to act as a sub-committee to work on this matter with Mrs. Clark), Mr. Frank Barnhill was requested to participate in this activity also.

6. Housing

Col. Walter H. Adams reported that in response to a letter directed by him on March 19, 1942, to Col. Charles E. Branshaw, Executive Officer, Western Procurement Division, U. S. Army Air Corps, requesting that assistance be given in launching a Government-financed housing program in areas adjacent to defense plants (to alleviate the pending transportation problem), Col. Branshaw has communicated with the president of Lockheed Aircraft, Douglas Aircraft, and North American Aircraft companies. The officials of these companies have replied to Col. Branshaw's letter, to the effect that they feel such a housing program will be necessary in the near future. Col. Branshaw has transmitted this information to the War Department, in Washington, D.C., with the request that the matter be brought to the attention of the proper Government officials.

Lt. Comdr. A. G. Berry, Jr., has requested similar assistance from representatives of the Navy here, and will also take the matter up with the Maritime Commission.

7. Executive Officer's Report:

a. At the request of the CIO, representatives of the Area Labor Supply Committee and the USES met with a union group on March 26, 1942. The purpose of the meeting was to develop some plan whereby complaints of discrimination against racial groups as to employment could receive immediate correctional attention. Mr. William Cunningham, of the USES office at 1100 South Flower Street, Los Angeles, was designated as the individual to whom all such complaints should be referred; his selection for this assignment met with the approval of all those present.

b. In line with several comments which have come to the Executive Officer's attention, and from his personal observation, it has been recommended that continuing training should be given to the receptionists at the Central Aircraft Office of the USES in Los Angeles, with a view toward giving full information to applicants.

c. Following visits made to Basic Magnesium, Inc., in Las Vegas, Nevada, the Executive Officer has suggested to the Assistant Labor Supply Officer that a liaison representative from the Los Angeles Office of the USES be assigned full-time to work at the Basic plant, to handle clearance matters, etc.; also, that Basic Magnesium assign a permanent representative in the Los Angeles USES office, with authority to hire. This arrangement seems necessary in order that proper and immediate consideration be given to clearance orders and recruiting workers for the magnesium plant, particularly in view of the fact that there is no labor supply in Nevada from which to draw the many employees that will be required in this important activity.

d. Following are the results of a survey made at the Huntington Park office of the USES, regarding placement of displaced automobile workers in that district:

| Company | Referred | Hired |
|---|---|---|
| Consolidated Aircraft | 12 | 12 |
| Vega-Lockheed | 185 | 48 |
| Douglas Aircraft | 54 | 53 |
| North American Aircraft | 356 | 54 |
| Northrop Aircraft | 10 | 10 |
| Vultee Aircraft | 15 | 8 |
| Shipbuilding | 82 | 70 |
| Other Industries | 234 | 189 |
| Training | 233 | |
| Armed Forces | 11 | |

The meeting adjourned at 6:30 p.m.

XII
Southern California
No. 26 - 3/30/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

WOMEN'S BUREAU
APR 24 1942
DEPARTMENT OF LABOR

Twenty-sixth Labor Supply Committee Meeting
Los Angeles - March 30, 1942

## LABOR DISPLACEMENT

### Placement of Displaced Automobile Workers

Results of a survey made at the Huntington Park Office of the USES regarding placement of displaced automobile workers in that district indicate the following.

| Company | Referred | Hired |
|---|---|---|
| Consolidated Aircraft | 12 | 12 |
| Vega-Lockheed | 185 | 48 |
| Douglas Aircraft | 54 | 53 |
| North American Aircraft | 356 | 54 |
| Northrop Aircraft | 10 | 10 |
| Vultee Aircraft | 15 | 8 |
| Shipbuilding | 82 | 70 |
| Other Industries | 234 | 189 |
| Training | 233 | |
| Armed Forces | 11 | |

## LABOR RECRUITMENT

### Tentative Plan for Recruitment of Labor for Shipyards

CIO and AFL labor representatives stated that a majority of the union representatives contacted by them approved in principle the proposed tentative plan for recruitment of labor for the shipbuilding industry, which will give specific attention to employment of displaced qualified workers. The tentative plan is now ready for submission to shipbuilding management for approval.

### Basic Magnesium, Inc., Las Vegas

Col. Adams reported that he and Mr. Harnish visited officials of Basic Magnesium, Inc. and the McNeill Construction Co., Las Vegas, March 24. It is felt that first-hand knowledge obtained concerning employment conditions in Las Vegas will be valuable in connection with draft deferment matters, as they develop in that district. Basic Magnesium expressed appreciation for the assistance rendered by the LSC members as to current Selective Service and labor supply problems.

ILBr

## LABOR RECRUITMENT - Continued

### Basic Magnesium, Inc., Las Vegas - Continued

Following visits to Basic Magnesium the Executive Officer suggested to the Assistant Labor Supply Officer that a liaison representative from the Los Angeles Office of the USES be assigned full-time to the Basic plant, to handle clearance matters, also that Basic Magnesium assign a personnel representative in the Los Angeles Office with authority to hire. This arrangement seems necessary for expeditious handling of clearance orders and recruitment for the plant, particularly in view of the fact that there is no labor supply in Nevada.

## DEFENSE TRAINING

### Report on Evaluation of Pre-employment Training for Defense

Mr. Washburn, Labor representative, reported that a meeting of representatives of the four shipbuilding companies now in production in this area, and interested union men will be held in Wilmington, March 31, to discuss recent reports made to the LSC that difficulty is being experienced in securing an adequate supply of properly trained welders in the shipbuilding industry.

## MINORITY PROBLEMS

### Complaints of Discrimination Against Racial Groups

At the request of the CIO, representatives of the AREA LSC and USES met with a union group on March 26, for the purpose of developing a plan whereby complaints of discrimination against racial groups as to employment could receive immediate correctional attention. Mr. William Cunningham, of the USES office at 1100South Flower Street, Los Angeles, has been designated to handle such complaints.

## EMPLOYMENT OF WOMEN

### Manufacturing Order

The Executive Officer advised that on March 25 the Industrial Welfare Commission issued the Manufacturing Order pertaining to the employment of women in defense industries. A copy of the Order has not been received as yet. The LSC has been assured that this Manufacturing Order adequately covers the changes recommended by the Committee. It was the consensus of the Committee that a definite procedure (in line with the provisions of the new Manufacturing Order) should be worked out for certification and issuance of permits to war industry employers, whose production schedules require employment of women between 12 p.m. and 6 a.m. at the regular wage scale. The sub-committee, EMPLOYMENT OF WOMEN-Continued

Manufacturing Order - Continued

previously appointed, will work on this problem with Mrs. Margarete Clark, member of the Industrial Welfare Commission.

Field Management Division
United States Employment Service
April 16, 1942

# SIXTH MEETING OF THE
# WASHINGTON INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Miss Anderson

Seattle, Washington
March 31, 1942

## Members Present

**TRAINING WITHIN INDUSTRY**
General H. G. Winsor, Chairman

**MANAGEMENT**
Claire Bowman, Seattle-Tacoma Shipbuilding Corporation
Ernest Hinton, Olympic Steel Foundry

**LABOR**
H. I. Tucker, C.I.O.
Richard Tracey, A.F. of L.

**U.S. NAVY**
Lt. Commander Roos (representing Commander Manock)

**U.S. EMPLOYMENT SERVICE**
Otto S. Johnson (representing A.F. Hardy)

**U.S. CIVIL SERVICE COMMISSION**
Paul Cole, District Manager

James E. Carroll, Executive Officer

## Visitors

Mrs. Pearl Wanamaker, State Director of Public Instruction
Mrs. Noble, Supervisor of Women in Industry, State Department of Labor and Industry
Celia Shelton, Coordinator of Vocational Training, Seattle Public Schools
Harry Halstead, State Director of Vocational Education
Dean Ballard, Industrial Relations Manager, Seattle Chamber of Commerce
Mary Dunne Ward, Dean of Women, University of Washington
Mrs. H. G. Winsor
Mr. Haley, Executive Secretary, Washington Manufacturers' Association
George Early, A.F. of L. and associates
Personnel of the U.S.E.S. in Oregon

The Chairman called the meeting to order at 10:10 A.M. and introduced Miss Bondfield to the Committee and its guests.

Miss Bondfield expressed the hope that she might be able to help us in meeting our labor supply difficulties and stressed the fact that revolutionary changes have taken place in England because of war production. At present, organized workers in trade unions are functioning as a National body. There is also a Confederation of Employers through which the employers function. Then there are also negotiation groups that deal with the trades as trades -- engineers, iron and steel, mining, etc.

APR 22 1942

She emphasized that there are certain methods of arbitration which must be resorted to before strike takes place. If that fails, a ballot is taken as to stoppage of work. A conciliation or arbitration board independent of the trade concerned is agreed upon by both sides, and its decision is final and accepted by both parties to the disagreement. However, Miss Bondfield indicated that strikes will take place in spite of that. It is recognized that men are not machines -- which is most important.

Stoppage of work is now considered illegal. The Government assumes, when strike occurs, that these workmen, who are responsible people, must have had some grievance, so it makes inquiry to find out what made the men stop work. If the grievance is legitimate, the penalty will be extremely light. If any real sabotage is discovered, the strikers may require protection from other workers.

Miss Bondfield stated that the Essential Work Order of 1941 established the most drastic control over human life; that employers have no power either to engage or dismiss workers; and that workers cannot move about without consent of the Ministry of Labor. This means that rights or powers as free citizens--to move where they like or do what they like--have been abrogated. However, this was done with consent of workers and after their initiation of the idea.

Employers had started bribing workers to leave other plants and work for them. This was stopped at once and very early in the war.

Miss Bondfield indicated that great dislocation of industry has been caused by bombing raids, and as a consequence, the Ministry of Labor decides where to transfer workers so they can continue their work. This entails problems of transportation, billeting or actual transference of machine tools. Furthermore, it was found at one time necessary to transfer workers back from the fighting forces to industrial occupations until women could be trained to carry on in industry. In one instance 80,000 men had to be returned to industry from the army. When the coal reserves ran low, 3,000 miners were returned to the pits from the armed forces. These workers may be returned to the army after the coal reserve is brought up to a desired point.

Miss Bondfield mentioned that the War Cabinet Committee decides the general strategy and the Minister of Labor is responsible for distributing labor power to permit such strategy to be carried out.

She then stressed the fact that her country understands the necessity of becoming mobile. As an example, she cited the dockers, all of whom are registered with the Employment Exchange and placed in three grades. They have fixed hours of attendance for the work assigned, but when no work is available, they are paid $1.00 for each attendance, which guarantees subsistence. Absenteeism entails loss of money for the whole week, unless a legitimate excuse is offered. Allowances are also made for traveling and billeting. The dockers are moved from port to port where a convoy must be unloaded in the shortest possible time. Miss Bondfield pointed out that this system makes a smaller number of dockers necessary, releasing others to other vital industries. In addition, the dockers are used to clear debris and for fire prevention work, when convoys are delayed.

At this point, Miss Bondfield described the destruction around the docks and their neighboring poverty-stricken areas by bombing. She hopes that the stabilization of the occupation will tend toward a solution of the problem of the poor economic situation of the dockers.

Miss Bondfield then proceeded to describe the situation of women in war industries in England, which moved forward by trial and error, arriving at the conscription of all single women between 19 and 40, who were given a choice of five services--Airforce, Army and Navy Auxiliaries, Civilian Defense, or Industrial work. There is only one legal restriction put on the employment of women, and that is "they are not required to fire a lethal weapon".

Following this, the on-the-job-training of women in industry was clearly described, as were the duties of the women driving large trucks in the transport service, successfully, through blackouts, as well as keeping their equipment in repair.

Miss Bondfield then described training centers established by the Ministry of Labor, where women are given intensive training under factory conditions for an eight-hour day and are paid for their time. No fixed training period exists; as soon as a woman trainee is considered qualified, she goes into the factory, under the same working conditions and at the same pay rate as a man. At present, the available supply has been completely allocated, and England is turning to the married women, many of whom have already volunteered. Where women have small children, nurseries are organized for their care.

Miss Bondfield also indicated that married women who volunteer for industrial work do not have time to market and prepare meals, so communal feeding has been established. This plan also saves food, for meals can be planned scientifically, as well as making possible longer hours for women workers, which means more production.

Every firm employing 250 or more is obliged to establish a canteen. Small firms are grouped together, and a restaurant planned nearby. No white bread is used, and each loaf is fortified with Vitamin A. Margerine replaces butter, and the standard quality contains Vitamin B. Children are fed in schools in the same manner, and the parents of pre-school children are urged to send these children to be fed in the schools so they can be properly fed.

Miss Bondfield emphasized that the people of England are getting a "square deal" from the Government. Although the old freedoms have been taken away, with the peoples' consent and at their request, the country is more democratic and more united.

In closing her talk, Miss Bondfield described the Central Council of industry, with employers and employees represented, and Mr. Bevin as Chairman, whose function is to break bottlenecks in industry and find methods of speeding production. This committee system is projected down to the individual plants, where every attempt is made to reduce waste and conserve labor. Reports of these committees are made fortnightly, so that progress in increasing production can be noted.

After her talk, Miss Bondfield consented to answer questions from members of the Area Committee and its guests.

In reply to a question regarding a standard work week, Miss Bondfield explained that a ceiling of 60 hours for men and 56 hours for women has resulted in the highest output. She pointed out that the seven-day week proved a waste; that employers were paying seven days' wages for six days' output. Sunday was chosen as the day for general stoppage, in order that machines can be maintained and repaired. Also, on Sunday it is possible to use professional people, who volunteer to work on small parts. Miss Bondfield cited Dr. Vernon's studies of maximum output on coil winders, who were found to produce most on a 43-hour week. She further stated that England is prepared to try anything to increase production, and has stopped rules and regulations during the emergency.

With regard to pre-employment training, Miss Bondfield brought out the fact that attempts were being made to put women into related occupations, or into training classes for related occupations, citing examples such as seamstresses showing aptitude for precision work, or women with mathematical training being trained in engineering processes.

In response to another question, Miss Bondfield described the Panel in the Ministry of Labors' Conciliation Department, dating back over fifty years. In case of a dispute, the employers and employees select people, or a person, from this Panel whom they think will be suitable, ofttimes a clergyman. The Panel is a fixed list, but members may be added, or members chosen may resign.

Miss Bondfield was asked to discuss the problem of children leaving school. She stated that advanced education has been stopped because all men are conscripted at 19. At 17½ all lads at college must take courses to fit them for the service in which they desire to go. The colleges have no students older than 19. The medical schools are intensifying their courses, as are engineering schools.

In further discussion of this point, Miss Bondfield stated that in the National Schools, the government provides primary education only until the age of 14½. The Ministry of Labor is now endeavoring to train these children in accordance with their talents. Girls 16 to 18 years old are trained for care of children and nursing work in the nurseries for those children whose mothers have volunteered in industry. In her opinion, this will completely smash the old educational system in England, which provided one type of education for the working classes and another for the other 15% of the people. After the war, Miss Bondfield expects one system of education from top to bottom. Those who have ability will be given aid to attend the Universities. In short, there will be, she believes, an altogether different understanding of education, which will eventually result in the end of class divisions.

The question of the physically handicapped was raised, to which Miss Bondfield replied that special schools have been established for training or retraining those handicapped by war injuries, as well as those injured in industrial accidents.

The apprenticeship system has been abrogated for the duration of the war, because no apprentices had been trained before the war.

Information was asked for regarding the Employment Exchange operation, to which Miss Bondfield responded that all labor moved by the Exchanges, which are a small local Ministry of Labor. An embargo has been placed on the movement of workers. Disobeying an order of the Ministry of Labor is a civil offense, although appeal to a tribunal may be made if there is injustice done. Usually no hardship is placed on the worker.

With regard to "freezing" of wages, Miss Bondfield explained that wages are adjusted as the cost of living fluctuates upward or downward, so that the government stabilizes the actual spending power of the people.

Replying to a question on unemployment insurance, Miss Bondfield traced the operation of that function from its initiation in 1914, describing the bankrupting of the fund after the last war and the operation of it during the 1920's, when there were 3,000,000 unemployed, and how the basis was changed to a qualification of need, resulting in a change of the whole social service system, including old age pensions, workman's compensation and health insurance.

Then Miss Bondfield was asked to describe the situation resulting from movement of children from the target areas. In her reply she outlined the difficulties at first encountered, which disappeared after the children had been absorbed into the life of the rural community. Many parents brought children back to the target areas, with the result that, because schools have been bombed, the children are without regular education, and 12 year old boys get jobs such as messengers and similar work.

With regard to the agricultural situation, Miss Bondfield explained that there is a land army composed of women, which is doing amazing work. The Government has taken over the farms, in the sense that the farmers work under the government's direction.

A final question regarding trade-union disputes was replied to by Miss Bondfield with the statement that all such disputes are thrashed out before the Trade Union Congress, and because they are regarded as union matters, do not come before the public.

The Chairman then extended to Miss Bondfield the appreciation and thanks of the Area Committee and its guests for her interesting talk and her patience in answering all questions.

The meeting was adjourned at 12:15 P.M.

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# SEVENTH MEETING OF THE
# OREGON INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Portland, Oregon
April 4, 1942

WOMEN'S BUREAU
MAY 5 - 1942
DEPARTMENT OF LABOR

## Members Present

PUBLIC
Otto Hartwig, Chairman, Crown Zellerbach Corporation

LABOR
Ed Hein, A.F. of L.
Ralph Peoples, C.I.O.

MANAGEMENT
Eugene Caldwell, Willamette Hyster Company (representing Ernest Swigert)

SELECTIVE SERVICE
Major Sol Richanbach

TRAINING WITHIN INDUSTRY
Laurin Hinman

U. S. EMPLOYMENT SERVICE
G. L. Harding (representing L. C. Stoll, Director for Oregon)

CONTRACT DISTRIBUTION BRANCH
J. E. Yates (representing John Barnett)

J. E. Carroll, Executive Officer

## Visitors

J. R. Crosby, Labor Supply Officer, Labor Division, W.P.B.
Oscar Paulson, Director for State Board for Vocational Education
J. Arentson, Special Agent, Department of Vocational Education
Fred Irwin, Apprenticeship Training Committee, U.S. Department of Labor

The meeting was called to order by Otto Hartwig, Chairman, at 10:00 A.M.

### Resolution of Multnomah Board of Education

Mr. Hartwig requested Mr. Carroll to read the letter and resolution adopted by the Directors of School District No. 1 (attachments 1 and 2). It was suggested by Mr. Hartwig that the resolution be filed, and discussion was requested.

Mr. Hein stated there had been many accusations of this type lately, especially in letters sent to the newspapers, which letters did not give any chance for argument. He further stated that it seemed to be the opinion of people who wrote such letters that there was some controversy of labor in Oregon, which is not a true fact, and suggested the Committee record its disapproval of such letters and of the people who wrote them.

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Inasmuch as the Committee must concern itself with many more things, the Chairman questioned the advisability of entering into such controversies, as the letter and resolution from the Multnomah Board of Education presumably was sent to the Committee for information.

The Chairman requested that Mr. Harding read the resolution and letter from the Board of Education and report on the progress of solution later in the meeting.

Mr. Harding stated that he was ready to discuss the matter of the resolution of the Board of Education. As a basis for his facts, Mr. Harding presented a report made out by the Negro representative of the United States Employment Service in Portland, Mr. Kenneth Smith. The report is included in the minutes as Attachment 3.

A motion that the letter from the Board of Education be filed and the Board be furnished with the information submitted by Mr. Harding was unanimously carried.

Shortages of Workers in Sawmills

A telegram from Mr. Jones, of the Jones Lumber Company, was read by Mr. Carroll. The telegram read as follows:

> OTTO HARTWIG
> CHAIRMAN LABOR SUPPLY COMMITTEE OPM OREGON AREA, CARE CROWN
> ZELLERBACH COMPANY, 736 PITTOCK BLOCK
>
> LABOR TURNOVER IN THE LOGGING AND SAWMILL INDUSTRY IN OREGON AND PORTLAND PARTICULARLY IS BECOMING VERY ACUTE AND UNLESS SOMETHING IS WORKED OUT MAY PROVE DISASTROUS. WE ARE ASKED TO SPEED UP PRODUCTION IN ORDER THAT SHIPWAYS OUTFITTING DOCKS CANTONMENTS WAREHOUSES INDUSTRIAL PLANTS ET CETERA MAY BE BUILT YET THESE SAME INDUSTRIES ARE HIRING AND PRODUCTION IS NOW BEING REDUCED AND HAMPERED. A MEETING OF CAMP AND MILL OPERATORS IS BEING CALLED IN PORTLAND AND FROM THIS MEETING A COMMITTEE WILL BE FORMED TO TALK THIS MATTER OVER WITH YOU AND YOUR COMMITTEE. AGRICULTURAL WORKERS ARE ALSO INVOLVED AS THE MILLS ARE NOW EMPLOYING A LARGE PERCENTAGE OF THESE AGRICULTURAL WORKERS.
>
> JONES LUMBER CO. MORRIS JONES

The Chairman then stated that the State Agricultural Committee had gone into this problem, and asked if the Area Committee wished to take any action to authorize attendance at the meeting scheduled by the camp and mill operators and acknowledge Mr. Jones' wire.

A motion was approved that Mr. Jones be advised that the Oregon Industrial Area Committee would be glad to meet with his committee to assist in offering a solution to their problem.

## Reports of Sub-Committees

### Review and Evaluation of Training Program

Major Richanbach presented the report and recommendations of the sub-committee for the purpose of evaluating the training program in Oregon. (See attachment 4)

The major topic of discussion resulting from the report from the sub-committee was the hours of training required. Mr. Paulson informed the Committee that the Oregon State Advisory Committee went into the training program about six or eight months ago and requested the Federal Office of Education that training for less than 30 hours be considered. Upon this recommendation, permission was given for pre-employment classes for less than 30 hours but with a minimum of 15 hours. Although special permission must be obtained for classes for less than 30 hours, no request for a 15-hour class has been refused.

Mr. Hartwig requested the reaction of Mr. Paulson and Mr. Arentson on the lowering of the hours of training.

Mr. Paulson stated that supplementary training can be given for any number of hours a day, whenever it is possible for a man to put in the hours of training. No conflict exists if the hours of training pertain to supplementary training. However, equipment cannot be used to the fullest advantage if the training is for less than 15 hours, although a lesser number of hours would in no way affect instructors. Mr. Arentson defined pre-employment training as training for those who are going to be on the labor market and are not yet in defense industries. Supplementary training is for those men already in war industry, and can be for any number of hours. An effort has been made everywhere in the State to build up supplementary training as soon as the men can get on the job.

A motion was approved that the report of the sub-committee be accepted.

The following motion in line with the report and recommendations of the subcommittee was approved: That a letter be written to Mr. Paulson, outlining the recommendations of the Committee, stressing that portion of the recommendations having to do with the suggestion that pre-employment training be reduced to as low as nine hours was found necessary to serve the purpose of supplying the shipyards and other industries with the necessary trainees.

### Farm Labor

The Chairman called for a report on farm labor from Mr. Harding, who reported that Mr. Stoll had directed him to advise the Committee that the report is being mimeographed at this time and will be sent to the Committee at such time as it is completed.

## Transportation

A committee on transportation has been appointed by the city of Portland for the purpose of studying and making recommendations on the traffic and transportation problems in the movement of workers to and from shipyards in this area; this committee has already had several meetings.

Mr. Hartwig stated that it was his thought that, as there is a substantial committee in the city of Portland which is making an effort to solve this problem, such a committee should be given an opportunity to accomplish the purpose, rather than having several committees at cross purposes. Conflicting statements would be issued to the press from each of the committees, and the issue would only be confused in the minds of the people. With this thought in mind, Mr. Hartwig recommended that the Industrial Area Committee not proceed with their committee on transportation, at least for the time being. He stated further that he had contacted Commissioner Bowes, suggesting that the Industrial Area Committee have an observer in attendance at the meetings of the committee which is now functioning under the jurisdiction of the city of Portland, to which Commissioner Bowes agreed that such an observer would be more than welcome. The observer need not be an actual member of the Industrial Area Committee, but rather someone who could keep the Committee informed. Mr. Hartwig suggested that the Executive Officer perform this function. This was unanimously agreed upon by the Area Committee.

## Employment Service Data on Jobs Expected to Open and Available Workers

Mr. Harding reported that it was impossible at the present time to give information of a specific nature on jobs expected to open and available people. However, he stated that more than ever training was necessary, and while he was unable to furnish the Committee with any authorized statement, more men would be required. A short time ago, it was estimated that 100,000 men would be required in the three Kaiser yards, but, he understands, now there are to be one or two more shipyards established in Portland. It is also possible that one or two of the steel yards may be increased in size, as well as the one or two more wooden-ship yards which may be added.

In Mr. Harding's opinion, there have been quite a number of men coming into Portland. Even though construction of air fields, cantonments, etc., which are being built across the mountains will take some of these men, these projects are only temporary and will affect the supply of labor in Portland for a short time only. The cantonments must be completed within approximately five months, and at the completion of these projects the men will be released for work in the shipyards. He added that those in authority in the shipyards are not very much worried about the ultimate result or about the labor supply. Because of the success in launching ships (Kaiser Company) they were given the Vancouver and Swan Island Yards, but this would not have been possible had they not been sure of the labor supply. The figures which recently appeared in the press regarding the number of men needed in the future for shipyard work were obtained from the shipyard officials.

In line with the training needed, Mr. Paulson reported that as soon as job orders are received from the Employment Service an attempt is made to reorganize the training schedule. The Vocational Education department is trying to hold down training for airplane sheet metal work and emphasize training in welding. The shortage on welding rod is beginning to break and this rod is obtainable in small quantities. The program of welding training will be stepped up and supplementary training will be given on the job for some work, such as marine electricity.

Mr. Carroll stated that he wished to supplement Mr. Harding's statement regarding labor supply. On his last trip to Medford, Mr. Carroll found that 800 carpenters were needed, but the employment service local office was able to find only about 100. Mr. Carroll talked with the project manager of the contracting company building the cantonment in Medford regarding the advertising which is being done in western states for applicants to contact the A.F. of L. unions in Medford. Since men working on these cantonments must be citizens, Mr. Carroll suggested that this restriction be included in the advertisement so there would be less aimless migration. He suggested to the contractors' representative that the condition of labor supply at Medford would rapidly become chaotic if the Employment Service were not used as a clearing medium. The company had specified that they needed experienced carpenters, but the project manager stated that it was not necessary they be highly skilled men.

This statement by Mr. Carroll opened the discussion on"labor piracy", a condition which results from the lack of trained men.

Mr. Caldwell advised that his company was being badly hampered in production by "pirating" of labor. Most new labor comes out of other war industries. The problem in his company comes from three different directions:

1. Losing men to other industries.
2. Selective service. While most of the men are not being worried about being drafted into the service, key men are offered commissions in the navy, for example, and feel they had better "get in" now.
3. Men being taken by the government for work.

Inasmuch as a price ceiling has been put on the products of his company, Mr. Caldwell states that they cannot meet the wages being paid by war industries.

Mr. Paulson reported that some time ago, at the request of the Employment Service and the unions involved, the Federal government was asked for permission to train carpenters for cantonments, as a shortage was anticipated. Information gathered from the Employment Service and the unions was submitted to the U.S. Office of Education, and after review, received authority from the War Production Board to train about 1,500 men. Just recently, as a result of more information from the Employment Service and the unions, permission has been obtained to train 1,500 additional men. A number of the men being trained have gone to work in the Medford cantonments and about 600 Portland men in training went to work at the shipyards.

Mr. Irwin stated that skilled machinists were leaving their jobs because higher wages are paid in war industries. Something must be done to enable employers in vital industries to keep skilled men on the job. These skilled men are vitally needed on their jobs and this problem is something which he believes the Industrial Area Committee can consider, since migration from one industry to another is a serious setback in the war effort.

The question of advertising for men, robbing one firm to gain men for another, is serious, he added. The situation in Medford is one example where promiscuous advertising has been engaged in and the foundation of the program was that everything was to clear through the Employment Service.

A motion was approved that: it is contrary to the best interests of the overall picture that promiscuous advertising be engaged in, resulting only at best in a program of taking trained men from industries classified as war industries who sorely need them now, and bringing them out without orderly process to anticipate properly a job in some other activity in which they must be trained, only to turn them loose for a few months in an industry where they must be trained to do a certain minimum amount of work, and in the interim the industry from which they came is sorely hampered. This should be brought to the attention of the War Production Board and the Federal Employment Service in Washington.

A worker should clear through the Employment Service before leaving one job to go into another; this is an order from Washington. This is carried on by the Employment Service through the Central Clearance system.

Identification for Members of Oregon Industrial Area Committee

A general discussion indicated it is necessary for members of this Committee to have some kind of identification which will be accepted by war industries and by the Army or Navy when it is necessary for their duties to carry them into such territory.

Mr. Hartwig requested Mr. Carroll to make investigation of the types of identification which could be obtained.

Transportation Aids to Iron Workers

Mr. Hein reported that in one vicinity, iron workers were considering refusal to go to work unless the road on which they must travel (now crushed rock, which is extremely hard on tires) is so repaired that there would be no damage to their tires.

Mr. Hein suggested that this be taken up with proper authorities.

Expression of Appreciation to Miss Bondfield

A motion was unanimously accepted that a letter of appreciation be sent to Miss Bondfield for addressing the Area Committee on Saturday, March 28, 1942.

Comments by Mr. Crosby, Labor Supply Officer

Mr. Crosby told the Committee that their job was to achieve an orderly, organized labor market. Something is to be expected from Washington that will be of help in this work, but the final analysis will have to be made on a local basis. The end result will be, it is hoped, that all advertisements in papers must be approved by the Employment Service, and the problem of supplying labor will be up to local employment services and state committees.

He continued that it will be necessary to get a specific picture of the job the Committee is up against and then take specific steps to get the job done. Mr. Crosby was unable to say when labor priorities would be obtained from Washington, but arrangements will be made to prevent a man from going from one industry to another until clearance is made through the Employment Service, through his employer, and through Washington, to ascertain the necessity for the man on the other job. In other words, the solution of this problem of labor comes back to a local proposition. Whichever way the plan is worked, it is a big job, and is largely up to the Area Committee to tie agencies together and get the solution on a local basis.

Mr. Crosby emphasized that the Committee in this area is just now beginning to run into the practical problems which committees of some other states have had to encounter before this time.

He thought it would be extremely valuable for Washington to act as a clearing house for ideas. This is what is now being planned. There are now five field men reporting to General McSherry who hope to have concrete examples of ideas, one of which is the central employment office in Los Angeles for airplane workers. It is hoped that resumes of this operation will be made available for release to all committees.

In reply to a question from Mr. Peoples as to how labor market control can be effected, Mr. Crosby answered that it would first be necessary to find out whether the practice of labor pirating is actually being used to the extent of crippling other companies. It would not be necessary to make an issue of labor piracy with a company which is not really bothering the ordinary labor market. If it should be found that a condition actually exists whereby labor piracy affects the labor market, an effort should be made to determine if the proper officials are aware of the effect of this practice on the war industries. All this information should be obtained before an appeal is made to Washington.

Mr. Hein advised that the Employment Service in Oregon and Washington has been very efficient and has used the most efficient manner possible in putting labor on the job.

A motion was passed that the meeting be adjourned.

********************************************

Attachment 1

COPY

BOARD OF EDUCATION
Portland, Oregon

Andrew Comrie, School Clerk & Comptroller

March 12, 1942

Mr. James Carroll
Executive Secretary
Oregon Industrial Area Committee
202 Old Post Office Building
Portland, Oregon

Dear Sir:

We are attaching hereto copy of resolution adopted by the Directors of School District No. 1, Multnomah County, Oregon, at its meeting held March 11, 1942, which the Board directed be forwarded to your office.

Yours truly,

Andrew Comrie (s)
Comptroller and School Clerk

AC:JZ

Attachment 2 COPY

# RESOLUTION

Adopted by the Board of Education of School District No. 1, Multnomah County, Oregon

March 11, 1942

WHEREAS, thousands of persons have been trained by School District No. 1 in skills required in the defense industries, and

WHEREAS, many of the trainees thus educated have been barred from obtaining skilled employment in the shipyards and thus denied an opportunity to aid in the all out national defense effort, and

WHEREAS, the President of the United States has issued an executive order barring discrimination in the defense industries and a Committee on Fair Employment Practices has been established to investigate discriminations, and

WHEREAS, such employment discrimination is incompatible with the professed aims of the American people to both win the War and preserve Democracy.

NOW, THEREFORE, BE IT RESOLVED that members of the Board of Education of School District No. 1, Portland, Oregon, condemn the conditions under which men are denied employment in the shipyards as undemocratic and unAmerican and respectfully pray that these discriminatory practices be abandoned.

Attachment 3 COPY

U. S. Employment Service

Inter-Office Correspondence

To: L. C. Stoll
Address: Director for Oregon
Date: April 4, 1942

From: Kenneth F. Smith
Address: Senior Employment Officer

Subject: Approximate Number of Negroes Employed in the Shipbuilding Industry in Portland as of April 1, 1942

| No. Employed | Work Classification | Name of Employer |
|---|---|---|
| 82 | Janitors | Oregon Shipbuilding Corp. |
| 4 | Foremen, Janitors | " " " |
| 7 | Painters Helpers | " " " |
| 7 | Ship Scalers | " " " |
| 12 | Shipwright Helpers | " " " |
| 21 | Laborers, General | " " " |
| 136 Total | | |
| 3 | Janitors | Kaiser Co. (Swan Island) |
| 0 (to my best knowledge) | | Kaiser Co. (Vancouver) |
| 2 | Electricians | Willamette Iron & Steel Co. |
| 2 | Janitors | " " " " " |
| 2 | Laborers, General | " " " " " |
| 6 Total | | |
| 3 | Janitors | Commercial Iron Works |
| 3 | Welders | Albina Engine & Marine |

All of the local Negroes who want work are able to find it with ease and facility with the exception of machinists. To my best knowledge, Negroes are accepted in all the unions in this locality with the exception of machinists. For the past 15 or 20 days I have been unable to fill many orders for employment because a sufficient number of Negroes are not available. In order to fill orders for Negroes it has now become necessary to rely upon interstate clearance.

# REPORT AND RECOMMENDATIONS OF THE SPECIAL COMMITTEE OF THE OREGON INDUSTRIAL AREA COMMITTEE TO REVIEW AND EVALUATE THE VOCATIONAL DEFENSE TRAINING PROGRAM

March 19, 1942

The sub-committee of the Oregon Industrial Area Committee, appointed by Chairman Otto Hartwig to review and evaluate the effectiveness of the vocational defense training program in Oregon, herewith submits its reports and recommendations.

The members of this committee are:

Major Sol Richanbach, Chairman
Laurin Hinman
Morris Jones
Lee R. Smith
Ralph Peoples

Your committee on March 11 met with representatives of the Vocational Education Division of the State Board for Education, Oscar I. Paulson, State Director; United States Employment Service, A. G. Johnson representing L. C. Stoll, State Director, and National Youth Administration, L. J. Bove representing Ivan Munro.

Your committee on March 19 met with representatives of several war production industries, as well as the representative of the Apprenticeship Section of the United States Department of Labor, Mr. F. B. Irwin.

Your committee after considerable discussion and careful deliberation of the activities of the vocational defense training program in the State of Oregon has reached the following conclusions:

> That, the vocational education program in this state has met most of the demands for training war workers up to date in connection with our war production industries; that those upon whom has rested the responsibilities for the proper functioning of this program have been cooperative in their efforts to meet the requirements of the industries involved and the demands of the emergency situation in general.

Your committee outlines hereinbelow its recommendations:

1. That the principal effort of the vocational education program in this state should be directed toward training men for work in the war production industries, principally for shipyards located in the Columbia River Basin.

2. That it would be to the advantage of the training program if instructors, located particularly outside the Portland area, each were to spend some time in the shipyards to better acquaint themselves with the actual problems of the practical application of the training.

3. That special pre-employment training be permitted on the basis of a minimum of nine hours per week so that persons now employed full time may prepare themselves for job conversion. The object is to permit the training of persons who are not able to give the 30 hours per week now required. It is believed that prior consideration should be given to those persons who are able to take the full-time classes.

4. That your committee is of the opinion that greater latitude should be allowed the State Director for Vocational Education in deviating from accepted programs by reason of the fact that often valuable time is lost in securing the approval of the Washington authorities.

5. That consideration be given to the increased employment of women in war industries. It is patent that the employment of a woman for any job that she can do or learn to do will release a man for work not suitable for women or for active armed service.

6. That the supplemental training program be enlarged to meet the requirements of the greater war production effort in this state.

7. That the Oregon Industrial Area Committee appoint a sub-committee to evaluate the "Training-Within-Industry" program and report its recommendations at the earliest possible date. Further that Mr. Laurin Hinman be made chairman of that committee.

Major Sol Richanbach, Chairman

Laurin Hinman

Morris Jones

Lee R. Smith

Ralph Peoples

Miss Anderson

XII
Oregon Area
No. 7 - 4/4/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Seventh Labor Supply Committee Meeting
## Portland - April 4, 1942

## LABOR SUPPLY COMMITTEE MEMBERSHIP

### Identification for Members of Oregon Industrial Area Committee

It was decided that some identification of members of the LSC, which would be acceptable to war industries and the Army and Navy, be provided for them. The Executive Officer is to investigate the types of identification obtainable.

## LABOR RECRUITMENT

### Shortages of Workers in Sawmills

The Chairman, LSC, received a telegram from the Jones Lumber Company stating that labor turnover in the logging and sawmill industry in Oregon is becoming acute and may become disastrous unless something is done. The telegram stated that agricultural workers are also involved as the mills are now employing a large percentage of agricultural workers. A meeting of camp and mill operators is to be called in Portland from which a committee will be formed to take the matter up with the LSC. The Chairman stated that the State Agricultural Committee has gone into this problem.

A motion was approved that the Jones Lumber Company be advised that the Oregon Industrial Area Committee would be glad to meet with their committee to assist in offering a solution to their problem.

## DEFENSE TRAINING

### Evaluation of Training Program

Major Richanbach (SS) presented the report and recommendations of the subcommittee for the purpose of evaluating the training program in Oregon. (Attached to Minutes.) The major topic of discussion resulting from the report of the subcommittee was the hours of training required. The Committee was informed that six or eight months ago the Oregon State Advisory Committee requested the Federal Office of Education that training for less than 30 hours be considered. Permission was granted for pre-employment classes for less than 30 hours but with a minimum of 15 hours. Special permission must be obtained for classes for less than 30 hours, but no request for a 15-hour class has been refused.

Motion was approved that a letter be written to the Director of the State Board for Vocational Education outlining the recommendations of the Committee, stressing that pre-employment training be reduced as low as nine hours so as to serve the purpose of supplying shipyards and other industries with the necessary trainees.

## DEFENSE TRAINING - Continued

### Training of Carpenters - Medford

Recently, as a result of information from the ES and the unions, the U. S. Office of Education granted authority to train 1,500 additional carpenters for work on the Medford cantonments. A number of the men being trained have gone to work at the Medford cantonments, and about 600 Portland men in training went to work in shipyards.

## MINORITY PROBLEMS

### Resolution of Multnomah Board of Education Concerning Discrimination

A letter and resolution adopted by the Directors of School District No. 1 (attachments 1 and 2) were read and the resolution filed. The AFL representative stated that there had been many accusations of this type lately, especially in letters to newspapers. He stated that there is no controversy of labor in Oregon and suggested that the Committee record its disapproval of such letters and the people who write them. The Chairman questioned the wisdom of entering into such controversies. Mr. Harding, USES for Oregon, stated that he was ready to discuss the matter. As a basis for his facts, he presented a report made by the Negro representative of the USES in Portland. (Report included in the Minutes.)

A motion that the letter from the Board of Education be filed and the Board be furnished with the information submitted by Mr. Harding was unanimously carried.

## COMMUNITY PROBLEMS

### Transportation

A committee on transportation has been appointed by the city of Portland to study the problem and make recommendations on the traffic and transportation situation incident to the movement of workers to and from shipyard areas. It was the consensus that since there is a substantial committee in the city of Portland endeavoring to solve the problem, such a committee should be given an opportunity to accomplish the purpose. It was agreed that the Industrial Area Committee would not proceed with their committee on transportation at the present time. Commissioner Bowes suggested that the Industrial Area Committee have an observer in attendance at these meetings. The LSC agreed that Mr. Carroll, Executive Officer, should attend these meetings as an observer and report to the LSC.

COMMUNITY PROBLEMS - Continued

Transportation Aids to Iron Workers

It was reported that in one vicinity iron workers were considering refusal to go to work unless the road on which they must travel (Crushed rock) is so repaired that there would be no damage to their tires. Mr. Hein, AFL representative, suggested that this be taken up with the proper authorities.

Field Management Division
United States Employment Service
May 1, 1942

## TWENTY-SEVENTH MEETING OF THE
## SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE
## LOS ANGELES, CALIFORNIA

April 6, 1942

### Members Present

**MANAGEMENT**

Frank Barnhill, Charles R. Hadley Company, Acting Chairman
Garner A. Beckett, Riverside Cement Company

**LABOR**

John Despol, Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL

**OUSW LIAISON OFFICER**

Colonel Walter H. Adams, U. S. Army

**SELECTIVE SERVICE HEADQUARTERS**

Lieutenant Commander A. G. Berry, Jr., U. S. Navy

H. R. Harnish, Executive Officer

### Visitors

Charles Fishburn, Training Within Industry division, WPB
Howard L. Booker, Contract Distribution Division, WPB
James A. Nielson, Civil Service Commission
F. B. Lovett, Civil Service Commission

The meeting convened at 5:10 p.m.

1. **Tentative Proposal - Employment of Shipyard Workers**

The tentative plan relative to the employment of shipyard workers, which emphasizes establishment of procedures to insure that full consideration will be given first to displaced resident workers who are qualified for shipyard work, was, upon motion duly made and seconded, unanimously approved by the Committee. Contact with management, as to this plan, will be completed this week, and a request will be sent to the Regional Labor Supply Committee, asking that the necessary directive be given to the United States Employment Service in order that

APR 15 1942

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procedures making this plan operative be instituted without delay.

For record purposes, the plan as approved by the Committee is included in these minutes:

## Proposal Relative to the

## Employment of Shipyard Workers

At the present time, many thousands of workers in Los Angeles County have been thrown out of work as a result of the war's effect on the local economy and many additional workers may likewise be displaced in the near future. The vast majority of these people are permanent residents of the county; many have families; a substantial number have acquired significant occupational skills and worked for many years at a trade; in short, there is a substantial supply of unusually well qualified workers, whose unemployment presents a serious problem not only to themselves but to the community as well.

During the next few months, many thousands of workers will be employed at the shipyards in the Los Angeles Harbor area.

An analysis of the hiring practices relative to shipyard employment indicates that, under present procedures, a very small percentage of these displaced workers will have any real opportunity to secure jobs, because a large proportion of such jobs are now being filled by transients or by inexperienced young people who have taken short defense training courses.

While it may, at some future time, be necessary to train inexperienced workers and to encourage the in-migration of people from outside the county, it is desirable to absorb first as many of these displaced workers as may be qualified for shipyard employment.

### PURPOSE

The purpose of the proposed program, therefore, is to establish such procedures as will insure full consideration being first given to displaced resident workers who are qualified for shipyard employment.

## PROCEDURES

**Routing Orders for Workers** It is proposed that the shipyard employers, after complying with the hiring provisions of their respective union agreements, and the union, after it has supplied all available workers from among its membership, shall route all orders for workers to the United States Employment Service representative designated for that purpose. This representative will, in turn, route the order to a special unit to be established at the Los Angeles Central Office.

**Special Unit** A special unit will be established in the Los Angeles Central Office which will give attention to the problem of displaced workers. When an order is received for shipyard workers from the United States Employment Service representative, which apparently might be filled by displaced workers, the unit shall determine to which employment office in the county the order should logically be routed.

In the Central Office, and in those outlying offices where the volume of work is sufficient, special full-time plaement interviewers will be appointed to handle the selection and referral of shipyard workers.

**Selection of Displaced Workers** The employment service, with the cooperation of the unions and the employers, will develop a master list of related jobs for the principal shipyard occupations. This list will indicate the occupational classifications from which workers might be drawn to fill shipyard jobs. It will be distributed to all county United States Employment Service offices, and will be used as a basis for the selection of displaced workers.

At least once a month, or more frequently, if necessary, the local offices in the county will review their application files and report the number of workers registered in each primary and related occupation. These inventory schedules will be used by the special unit as a basis for distributing shipyard orders.

**Referral of Workers** Workers selected by the various local employment offices will be referred directly to such office as may be designated by the contract between the union and the prospective employer. Such union office, or the employer, will be responsible for promptly notifying the employment office which makes the referral as to whether the applicant has been hired or rejected.

## UTILIZING OTHER SOURCES OF WORKERS

As previously stated, first preference will be given to displaced resident workers in making referrals to either employers or union. If the employment office does not have a sufficient number of displaced resident workers on its list who are willing to accept employment at the wage rate offered, it will refer others on its list whose application forms show related experience or adaptability for the work, giving second preference to local male residents, third preference to local female residents, and fourth to transients.

## 2. Evaluation of Pre-employment Training for Defense

The sub-committee on National Defense Training met on Tuesday, March 31, 1942, with representatives of shipyards and unions. Those in attendance were as follows:

Lloyd Mashburn, Area Labor Supply Committee
Col. Walter H. Adams, Area Labor Supply Committee
H. R. Harnish, Area Labor Supply Committee
Carl R. Payne, AFL
Lorenz A. Meyer, USES
William Cleary, USES
C. L. Brown, Sr., CIO
John Allard, CIO
George R. Zeltner, Bethlehem Steel Co., Inc.
John R. Haile, Consolidated Steel Co., Ltd.
A. E. Henning, L. A. Shipbuilding & Drydock Corp.
H. E. Bramston-Cooke, Lt. Comdr., USN, Rep.
    Supt. of Shipbuilding
Jack Cowan, California Shipbuilding Co.
Ted Warne, California Shipbuilding Co.
M. Freeman, Western Pipe & Steel Co.

Considerable criticism was voiced over the pre-employment training program, and after much discussion it was decided that the sub-committee would select someone to contact each shipyard and obtain complete data as to this type of training, as well as to obtain recommendations for improvement and/or curtailment. As soon as this information is correlated, the sub-committee will again meet with shipyard representatives with a view to determining corrective measures.

Mr. Lorenz A. Meyer and Mr. William Cleary, of the Occupational Analysis Section, USES, have been designated to procure the required data. Their activities will be started April 7, 1942.

## 3. Manufacturing Order - Employment of Women

Col. Walter H. Adams reported that the sub-committee met with Mrs. Margarete Clark, member of the Industrial Welfare Commission, on April 2, 1942, to assist in working out a procedure for certification and issuance of permits to war industry employers, whose production schedule requires employment of women between the hours of 12:00 p.m. and 6:00 a.m., at a regular wage scale. As a result of the meeting, Col. Adams showed to the Committee a draft of a form, which he had prepared in behalf of the Committee, at Mrs. Clark's request, covering an application for use by defense industries in requesting permission to employ women between the hours above designated.

The Committee approved the form presented by Col. Adams, and requested that he submit the draft of the application to Mrs. Clark for the consideration of the Industrial Welfare Commission, and that he work further with that group until the final procedures have been completed. The meeting with Mrs. Clark developed the opinion that recommendations as to approval or disapproval of applications for permits should come from either a representative of the Army or the Navy, and that Col. Walter H. Adams and Lt. Comdr. A. G. Berry, Jr., should be designated to act as such representatives.

Pending the time when a form of application and permit have been approved by the Industrial Welfare Commission, emergency permits will be issued by the Industrial Welfare Commission, upon the verbal authorization of the certifying officer, namely, Col. Adams or Commander Berry.

## 4. Unethical Practice - Private Schools

A number of complaints have been received concerning fee-charging schools who enroll students, and upon payment of a high fee, issue certificates attesting to the fact that a stated number of hours of training in specific courses have been completed by the student, whereas actually little or no training is given.

In company with Lt. Comdr. A. G. Berry, Jr., the Executive Officer spent a full day in the harbor area, investigating complaints regarding job selling and unethical private schools. Two shipyards and two unions were contacted in this regard.

It is felt by the Committee that this matter warrants consideration. It was decided that the sub-committee previously appointed to evaluate National Defense training courses should give this problem some study. One probable solution was suggested to the effect that a County ordinance be passed regulating the activity of fee-charging schools. Our sub-committee, composed of Messrs. Lloyd Mashburn, John Despol, William K. Hopkins, H. R. Harnish, and Lt. Comdr. A. G. Berry, Jr., will meet with a committee appointed by the Aircraft Division of the Los Angeles Chamber of Commerce to discuss a solution of this problem. At Mr. Garner Beckett's suggestion, the Better Business Bureau will be contacted in this connection.

5. Basic Magnesium, Inc.

Mr. Charles Fishburn, of Training Within Industry, reported on a trip which he made to Basic Magnesium, Inc., on March 31, 1942. In discussing the training program with Mr. Carl L. Hyde, Industrial Relations Director for the company, it was recommended by Mr. Fishburn that the company immediately select as large a number as possible of potential leadmen, foremen, etc., and that a sizeable job instruction training program for the group be instituted. The processes of manufacture which this plant is to utilize are controlled by British interests, and toward developing a nucleus engineering staff, the Company has sent to Clifton Junction, Manchester, England, 44 carefully-selected engineers and chemists for training. Upon the completion of their training in England, these men will return to Las Vegas to take their places as engineers in the upper management levels. It is expected that the first group of six of these people will return to this country in the next 30 days, to be followed by the others in small groups at intervals of about two weeks. Mr. Robert Duncan, a job analyst of the USES, is in the English plant, where he is making a thorough job analysis of each occupation, for Basic Magnesium, Inc. It is obvious that specific training in the various skills cannot be undertaken at Basic Magnesium until it becomes known what the skills are, and likewise the requirements of the workers in each craft -- pending the return from England of the engineers and the completion of Mr. Duncan's work. It is believed that time can be saved if the supervisory groups have all been put through job instruction training prior to the time when they will be called upon actually to give this job instruction.

The assistance that is available from Training Within Industry in working with Basic Magnesium in the development of supervisors and foremen through scheduled conferences was also discussed with Mr. Hyde, and the importance of this type of development stressed. Supplemental training which probably will be required was gone into, and the assistance available to a war industry in this field to develop facilities of this type, either in the plant or in nearby schools, was pointed out.

It is anticipated that, particularly during the summer, a high personnel turnover will be experienced, and that individual training activities in the plant will undoubtedly be continuous.

Specific recommendations were made to Basic Magnesium, Inc., by Mr. Fishburn, in connection with training, as follows:

1. The immediate employment of a competent training director.

2. At the earliest possible date, an indication from present McNeil Company workers as to their desires to continue on as production workers for Basic Magnesium, Inc.

3. As nearly immediately as possible, the selection of their leadmen, foremen, etc., should be undertaken and this group of individuals put through Job Instructor Training.

4. Classification of skills and the determination of the number of workers in each class.

5. Steps gotten underway, following this, toward obtaining federal appropriation for the installation of any necessary pre-employment and supplemental training work to be performed by the school system either in the schools themselves or at the plant.

   The first of these steps should be an interview arranged between Mr. Hyde and the Nevada State Director of Vocational Education.

6. Supervisory and foremanship conferences planned and gotten under way, including any instructional material, matters pertaining to the company's policies, safety hazards involved in the particular processes, etc.

Following a talk with the Superintendent of Schools in Las Vegas and the head of the Vocational Education Department, Mr. A. G. Daugherty, it was concluded that full assistance may be expected from that source through the utilization of Federal funds. The necessary procedures toward obtaining assistance from this source, which involve the granting of Federal funds, were outlined to Mr. Hyde in some detail, and he was urged to take the initial steps at the earliest possible moment, as it is inevitable that an indeterminate period of time will elapse between the date of original application and actual receipt and installation of necessary equipment.

6. Construction Workers

(a) Mr. Lloyd Mashburn stated that a rather serious problem has arisen in regard to furnishing construction workers on USED projects. This is due to the fact that contracts are negotiated by the USED without disclosing the locale of the construction, the type of building, etc. Then, with very brief notice, a request is received for a large number of workers. Obviously, it is difficult to recruit workers for these jobs, inasmuch as knowledge concerning housing conditions, and other pertinent facts surrounding the employment, are in most cases unavailable, and the men are averse to accepting work under the circumstances. Mr. Mashburn will endeavor to clear this matter with Col. Barker, of the USED, in San Francisco.

There is such a great demand for building trades workers that it is of utmost importance that those involved in their recruitment must have full information in order that an intelligent job of planning can be done.

(b) The Los Angeles Chamber of Commerce received the following telegram on April 6, 1942:

> "Medford, Ore.
>
> "Chamber of Commerce
> Los Angeles, California
>
> "Fifteen hundred laborers eight hundred carpenters needed immediately for Army construction at Medford. Plenty of living quarters for single men. Families should bring trailers. Climatic conditions ideal. Work will last approximately one hundred twenty days. We would appreciate your advising all sources of labor supply in your area.
>
> JACKSON COUNTY CHAMBER OF COMMERCE"

At the request of our Committee, the Los Angeles Chamber of Commerce requested the Jackson County Chamber of Commerce by wire to have the contractor contact the USES and place the labor requirements on clearance.

7. Executive Officer's Report:

(a) New Displacement Problems:

The following new displacement problems came to our attention this week:

Hillgren Manufacturing Company - 23 workers laid off
Leader Sheet Metal Worker - 16 workers laid off

(b) California Shipbuilding Company

After several conferences, the officials of the California Shipbuilding Company have agreed to rely solely on the USES for recruiting the 8,000 workers required for their new yard at Sausalito, California. The yard will be known as the Marin Shipbuilding Company. They will do all training on the job, provided they are successful in obtaining training equipment. Pre-employment training will not be a requisite for employment.

(c) Placement of Negro Shipfitters

Efforts toward placing 7 Negro shipfitter helpers, and securing their acceptance into the union, were successful.

(d) Pirating of Workers Currently Employed in National Defense Industries

It is hoped that the War Production Board will issue a regulation prohibiting pirating and promiscuous advertising for skilled workers who are currently employed by National Defense industries. Instances of this type are constantly coming to the Committee's attention. During the week, the following quoted wire was sent to the Regional Labor Supply office, in this connection:

> "Brown of Chargale Manufacturing Company Aircraft division St. Cloud Minnesota again in San Diego Grant Hotel recruiting workers from drop hammer department Consolidated. Has not advertised as yet. University of Texas continues advertising for aeronautical engineers for instructors San Diego. Can anything be done to stop pirating. May be difficult keep San Diego aircraft industry in line if practice is permitted."

The Executive Officer was requested to investigate a case wherein a junior college in this area had attempted to secure the services of instructors in aircraft mechanics directly from among the personnel of the Consolidated Aircraft Company, without going through accepted channels for procurement of teachers. The matter has been attended to, and the recommendation made by the Executive Officer, on behalf of the Committee, that all superintendents of schools be directed to follow proper procedures in securing instructors, so that additional cases of pirating by the schools will be eliminated.

(e) Observations Made in Visits to Local Offices of the USES:

(1) Central Aircraft Office:

During the current week, the Central Aircraft Office averaged 200 placements per day, which is the placement result of 700 referrals per day. During this period there were approximately 2500 applicants per day. The Douglas Aircraft Company has increased its staff from 8 to 11, by adding three final interviewers. Lockheed-Vega is increasing its staff next week, moving in its final interviewers, and probably its physical examination unit.

(2) Inglewood Office:

The Inglewood Office is doing an outstanding job on placing handicapped individuals. In November, 1941, three deaf mutes were placed with the Olmstead Manufacturing Company as burr hands, and were recently advanced to machine operators. Later six more were placed at Marman Products Company in the same position, and they likewise are now working as machine operators. Four have been placed with the Zephyr Manufacturing Company as operators of automatic and hand milling machines, drill press, and grinding. In addition, 45 are working at Interstate Aircraft--as burr hands, lathe operators (bench), and eight as milling machine operators.

Employers have been so well pleased with the deaf mutes as workers that a machine shop class was started at Inglewood high school, with classes scheduled from 3:30 a.m. to 7:30 a.m., which was attended by deaf mutes from throughout Los Angeles county. Recently, another class, teaching all phases of machine shop operation, has been started at the Acacia street school, with classes in session from 2 to 6 p.m. five days weekly.

(3) Wilmington Office:

The California Shipbuilding Company inducted 2300 new employees week before last, practically all of whom were cleared through the Wilmington Office.

(4) San Pedro Office:

This office performed a very fine job in handling its assigned duties in connection with the Japanese evacuation activity.

(f) Agricultural Labor

Various agencies involved in activities of the farming industry in this Area were contacted. Careful attention is being given to the problems involved in a possible agricultural labor shortage during the coming season.

The meeting adjourned at 7:00 p.m.

XII
Southern California
No. 27 - 4/6/42

WOMEN'S BUREAU
APR 2[illegible] 1942
DEPARTMENT OF LABOR

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Twenty-seventh Labor Supply Committee Meeting
## Los Angeles - April 6, 1942

## LABOR DISPLACEMENT

### Preferential Referral of Resident Shipyard Workers Proposed

The tentative plan relative to the employment of shipyard workers, which emphasizes establishment of procedures to insure that full consideration will be given first to displaced resident workers who are qualified for shipyard work, was, upon motion duly made and seconded, unanimously approved by the Committee. Contact with Management, as to this plan, will be completed this week, and a request will be sent to the Regional LSC, asking that the necessary directive be given to the USES in order that procedures making this plan operative be instituted without delay.

For record purposes, the plan as approved by the Committee is included in these minutes, the concluding statement of which is as follows:

> "As previously stated, first preference will be given to displaced resident workers in making referrals to either employers or union. If the employment office does not have a sufficient number of displaced resident workers on its list who are willing to accept employment at the wage rate offered, it will refer others on its list whose application forms show related experience or adaptability for the work, giving second preference to local male residents, third preference to local female residents, and fourth to transients."

## LABOR RECRUITMENT

### Central Aircraft Office

During the current week, the Central Aircraft Office averaged 200 placements per day, which is the placement result of 700 referrals per day. During this period there were approximately 2,500 applicants per day. The Douglas Aircraft Co. has increased its staff from 8 to 11, by adding three final interviewers. Lockheed-Vega is increasing its staff next week, moving in its final interviewers, and probably its physical examination unit.

LABOR RECRUITMENT - Continued

California Shipbuilding Company

After several conferences, the officials of the California Shipbuilding Co. have agreed to rely solely on the USES for recruiting the 8,000 workers required for their new yard at Sausalito, California. The yard will be known as the Marin Shipbuilding Co. They will do all training on the job, provided they are successful in obtaining training equipment. Pre-employment training will not be a requisite for employment.

Construction Workers Needed in Medford, Oregon

The Los Angeles Chamber of Commerce received a telegram dated April 6, 1942 from the Jackson County Chamber of Commerce stating that 1,500 laborers and 800 carpenters were needed immediately for Army construction at Medford, requesting that they be advised of all sources of labor supply in the Los Angeles area.

At the request of the LSC, the Los Angeles Chamber of Commerce wired the Jackson County Oregon Chamber of Commerce to have the contractor contact the USES and place the labor requirements on clearance.

Construction Workers for USED Projects

Mr. Mashburn, representative L. A. Building Trades Council, AFL, stated that a serious problem has arisen in connection with furnishing construction workers on USED projects due to the fact that contracts are negotiated by the USED without disclosing the locale of the construction, type of building, etc. With very brief notice, request is received for a large number of workers. Information concerning housing conditions, etc., in many instances, is unavailable. Mr. Mashburn will endeavor to clear this situation with Col. Barker, of the USED, in San Francisco. In view of the great demand for building trades workers such information must be available in order that an intelligent job of planning may be done.

JOB DILUTION, UPGRADING AND TWI

Basic Magnesium, Inc.

Mr. Fishburn, TWI, reported on a trip he made to Basic Magnesium, Inc. He recommended to Mr. Carl L. Hyde, Industrial Relations Director for the company, that the company select immediately as large a number of potential leadmen, foremen, etc. as possible, and that a sizeable training program for the group be instituted. The processes of manufacture used by this plant are controlled by British interests. The company has sent to Manchester 44 carefully-selected engineers and chemists for training. Upon completion of training, they will return to Las Vegas to take their places as engineers in the upper management levels.

## JOB DILUTION, UPGRADING AND TWI - Continued

### Basic Magnesium, Inc. - Continued

Specific training cannot be undertaken at Basic Magnesium until it becomes known what the skills are, and likewise the requirements of workers in each craft, pending the return from England of the engineers and the completion of the survey now being made by Mr. Robert Duncan, Job Analyst of the USES.

The assistance available from TWI in working with Basic Magnesium in the development of supervisors and foremen through scheduled conferences was also discussed. Supplemental training which probably will be required was gone into, and assistance available either in plant or in nearby schools was pointed out.

It is anticipated that, particularly during the summer, a high personnel turnover will be experienced, and that individual training activities in the plant will undoubtedly be continuous.

Specific recommendations were made to Basic Magnesium, Inc. by Mr. Fishburn in connection with training. (For detailed recommendations see Minutes, p. 7.)

Full assistance may be expected from the schools in Las Vegas and the Vocational Education Department through the utilization of Federal funds. The necessary procedures toward obtaining assistance from these sources, which involve the granting of Federal funds, were outlined to Mr. Hyde, and he was urged to take initial steps at the earliest moment.

## DEFENSE TRAINING

### Unethical Practice - Private Schools

Complaints have been received concerning fee-charging schools which enroll students, and upon payment of a high fee, issue certificates attesting the fact that the stated number of hours of training in specific courses have been completed, whereas actually little or no training is given. Investigation of complaint regarding job selling and unethical private schools in the harbor area has been made. Two shipyards and two unions were contacted. It is felt by the Committee that the matter warrants consideration.

A sub-committee appointed will meet with a Committee appointed by the Aircraft Division of the Los Angeles Chamber of Commerce to discuss a solution of this problem. The Better Business Bureau is also to be contacted.

### Evaluation of Pre-employment Training for Defense

The sub-committee on National Defense Training met on Tuesday, March 31, 1942, with representatives of shipyards and unions. (See Minutes

DEFENSE TRAINING - Continued

Evaluation of Pre-employment Training for Defense

for the 15 names of 3 LSC members; 2 USES officials; 3 labor union officials, representing both AFL and CIO; 4 shipbuilding concerns; and 3 steel concerns.)

Considerable criticism was voiced over the pre-employment training program, and after much discussion it was decided that the sub-committee would select someone to contact each shipyard and obtain complete data as to this type of training, as well as to obtain recommendations for improvement and/or curtailment. As soon as this information is correlated, the sub-committee will again meet with shipyard representatives with a view to determining corrective measures.

Mr. Lorenz A. Meyer and Mr. William Cleary, of the Occupational Analysis Section, USES, have been designated to procure the required data. Their activities will be started April 7, 1942.

MINORITY PROBLEMS

Employment and Training of Handicapped Individuals - Inglewood

The Inglewood office is doing an outstanding job in placing handicapped individuals. Employers are so well pleased with deaf mutes as workers that a machine shop class was started at the Inglewood high school, with classes scheduled from 3:30 a.m. to 7:30 a.m., attended by deaf mutes from throughout Los Angeles county. Recently, another class, teaching all phases of machine shop operation, has been started at the Acacia street school, with classes in session from 2 to 6 p.m., five days weekly.

DISRUPTIVE RECRUITING PRACTICES

Pirating of Workers Currently Employed in National Defense Industries

It is hoped that the WPB will issue a regulation prohibiting pirating and promiscuous advertising for skilled workers who are currently employed by National Defense industries. Instances of this type are constantly coming to the Committee's attention. During the week, the following quoted wire was sent to the Regional Labor Supply office, in this connection:

> "Brown of Chargale Mfg. Co. Aircraft Division St. Cloud Minnesota again in San Diego Grant Hotel recruiting workers from drop hammer department Consolidated. Has not advertised as yet. University of Texas continues advertising for aeronautical engineers for instructors San Diego. Can anything be done to stop pirating. May be difficult keep San Diego aircraft industry in line if practice is permitted."

## DISRUPTIVE RECRUITING PRACTICES - Continued

### Pirating of Workers Currently Employed in National Defense Industries

The Executive Officer was requested to investigate a case wherein a junior college in this area had attempted to secure the services of instructors in aircraft mechanics directly from among the personnel of the Consolidated Aircraft Company, without going through accepted channels for procurement of teachers. The matter has been attended to, and the recommendation made by the Executive Officer, on behalf of the Committee, that all superintendents of schools be directed to follow proper procedures in securing instructors, so that additional cases of pirating by the schools will be eliminated.

## EMPLOYMENT OF WOMEN

### Manufacturing Order

Col. Adams reported that the sub-committee met with Mrs. Clark of the Industrial Welfare Commission to work out a procedure for certification and issuance of permits to war industry employers. As a result, draft of a form was prepared in behalf of the Committee at Mrs. Clark's request, covering an application for use by defense industries for the employment of women between the hours of 12 p.m. and 6 a.m. The Committee approved the form and requested Col. Adams to submit it to Mrs. Clark for consideration of the Industrial Welfare Commission. The meeting with Mrs. Clark developed the information that recommendations for action on applications for permits should come from either a representative of the Army or Navy and that Col. Adams and Lt. Comdr. Berry should be designated to act as such representatives.

Pending the time when a form of application and permit have been approved by the Industrial Welfare Commission, emergency permits will be issued by the Industrial Welfare Commission, upon the verbal authorization of the certifying officer, namely, Col. Adams or Comdr. Berry.

Field Management Division
United States Employment Service
April 21, 1942

# MINUTES OF THE NINTH MEETING
# OF THE
# NORTHERN CALIFORNIA INDUSTRIAL
# AREA LABOR SUPPLY COMMITTEE
# SAN FRANCISCO - APRIL 8, 1942

1942
DEPARTMENT OF LABOR

The meeting was called to order at 9:40 A.M. by Mr. Walter Haas, Acting Chairman in the absence of Mr. Alexander R. Heron. Those present were:

## MEMBERS

Mr. George W. Davis, Executive Officer

MANAGEMENT:
Mr. Walter Haas, Levi Strauss & Company

LABOR:
Mr. Lee R. Smith, Regional Labor Representative, WPB
Mr. Al Wynn, American Federation of Labor

AGRICULTURE:
Dr. George Hecke

DEFENSE TRAINING:
Mr. W. S. Kienholz

UNITED STATES EMPLOYMENT SERVICE:
Mr. Charles F. B. Roeth, Assistant Director for California

U. S. ARMY:
Lieutenant Colonel C. C. Harshman, Ordnance Department

U. S. NAVY:
Captain G. H. Laird, Civilian Personnel Division

CIVIL SERVICE: Mr. Harry T. Kranz

## VISITORS

Miss Nathalie Panek, Labor Relations Assistant, Labor Relations Assistant, WPB
Mrs. Constance H. Day, Assistant Labor Market Analyst, Social Security Board
Mr. James G. Bryant, Regional Labor Supply Officer
Mr. Aylwin Probert, Training Within Industry, WPB
Mr. J. R. Crosby, War Production Board
Mr. F. S. Clough, California Processors & Growers
Lieutenant J. E. Sharkey, Twelfth Naval District
Mr. George Kyne, American Federation of Labor
Mr. John O'Conor, Work Projects Administration

APR 20 1942

27.15

## I. Employment of Women in National War Industry

Mr. Davis stated the problem of women in war industry is broad in scope and as yet comparatively undeveloped. Some industries have already recognized the need of using women. Mare Island, for instance, is setting up a project with women as mechanics' helpers, and efforts are being made to determine how they can be used in shipyards. Professor O'Brien of ESMDT is making a survey to ascertain how shipyards can use women from the two years college level, and possibly high school graduates. Numerous programs are under way for training women as it is realized that they must eventually be used.

Since these efforts are still not well-coordinated, Mr. Davis suggested that some agency on a Federal level should be made responsible for coordination of this project, including information to the public, the supply of labor, training schools, and employer contacts.

Mr. Probert mentioned that one woman had made 14 calls in an effort to learn where she could find work in war industry. The San Francisco schools have two classes in airplane construction and layout work; however, an individual taking these classes would have to go to Los Angeles to be employed. Oakland and Berkeley schools are planning classes for women.

Colonel Harshman said that as an army of 5,000,000 men was planned by the end of 1942; 10,000,000 in war industry; and 8,000,000 in agricultural labor, it is obvious that there are not going to be men enough to fill these positions; and women will have to be used. Permits will be issued to factories considered to be engaged in essential war work, enabling the employment of women on three shifts, which will encourage employers to start using women now.

Captain Laird said that unless there is advance planning to get women into industry, a bottleneck in production will result.

Mr. Kienholz said the School Board is trying to organize women's classes all over the Bay area; but they want facts as to what the jobs will be.

In view of the obvious need for using women in war industry, Mr. Haas suggested that we learn what the requirements are, and that a report be made on the subject. Mr. Kranz pointed out that the English record of women in industry is available; and that the United States could use women in every capacity in which England has found it practical to use them. He said the Women's Bureau should have this information and that it was the responsibility of the committee to convince women that they are needed, and businessmen that they need women in industry.

Mr. Haas stated that there are two steps to this program: (1) To analyze the requirements; (2) Prepare industry and labor for things to come. He asked the group to indicate what steps they believed necessary to accomplish this purpose.

Captain Laird recommended stimulation of the idea through publicity. Mr. Davis said that as there is no one group which knows what all other groups are doing, it would be advisable to make a survey from two standpoints: (1) To see what activities are now under way or proposed by various groups in the Northern California area; (2) If the Committee so decides, to determine the actual needs for women in industry. It was pointed out that this committee, or some agency, should act in a general coordinating capacity and place before the public information as to where women are needed and where they can be trained. Dr. Hecke suggested that the country areas as well as the cities should be informed.

Mr. Wynn recommended that the Committee first deal with the question of what the individual city governments are doing to allow trained mechanics, et cetera, to go into war industry. He said many men, too old to go into the armed forces and who are working for the city in various skilled capacities, are not being released without losing their rights with the city. The committee should know the needs and what groups of men already trained are available, before starting the question of women in war industry. He cited two cases where the lack of coordination is affecting trained men: (1) In Oregon there are trained groups, and factories are closing down shifts; (2) In Sausalito a shipyard, which will not be completed for five months, is advertising for 8,000 men.

Mr. Wynn further recommended that a committee be formed to handle this problem of labor supply, composed of one representative from Selective Service; four from Labor; one from the Army; one from the Navy; one from the Department of Labor, with the chairman appointed by the Department of Labor. This committee should have the power to enforce their decisions, and should make the employers estimate correctly the men they need.

No action was taken on Mr. Wynn's recommendation.

The point was raised that women will be needed in agriculture as well as in industry. Mr. Smith called attention to a statement by Mr. Nunn, Minority Groups Representative, WPB, that 300,000 Mexicans in Southern California are finding it increasingly difficult to find jobs because they do not have citizenship papers, and that this labor supply should be used.

Dr. Hecke pointed out that there are certain types of agricultural work which women cannot do and suggested conscription of labor as the only solution.

Acting Chairman Haas appointed Mr. Heron as the chairman of a special committee composed of Mr. Roeth, Mr. Kienholz, Captain Laird, and Mr. Smith to investigate what the organization can do, specifically, about the problem of women in war industry.

## II. Defense Training

Mr. Haas referred to a report on preemployment training made by Mr. Roeth at the last meeting; and stated that, as the preemployment training program does not appear to be adequate to meet the increasing demand, the committee should again attempt to correlate the whole training program.

Mr. Davis reported that a recent inspection was made of the two large Board of Education trade schools in San Francisco and of the Oakland trade schools. The San Francisco schools appear to be well organized with adequate instruction. Welding classes are the only ones where equipment is usually used twenty-four hours a day. Preference is given to supplemental training in the evening classes, the day classes being devoted principally to preemployment training. With the exception of the welding classes, all of them could be expanded greatly to provide for many more students. Because preemployment classes are usually limited to the day hours, it is difficult to fill the stations with trainees who do not have to work during the day. Many of the instructors try to locate jobs for needy preemployment trainees and then transfer them to the supplemental night classes. It is apparent that all classes could be greatly increased by a readjustment of the hours for preemployment training and by the adoption of some plan for providing maintenance for working students.

All orders for trainees are sent directly to the schools by controlling unions and filled without reference to the Employment Service, which is later notified of referrals.

The same conditions exist in Oakland except that a great many more stations are vacant a larger number of hours because of lack of students. Referrals to the shipyards through the unions are made directly by the schools.

In order to meet the increasing demand for shipyard workers, all training facilities, particularly the preemployment classes, should be utilized to the fullest extent; and it is recommended that action be taken to gain this objective. Due to the inability of the Employment Service in both Oakland and San Francisco to secure trainees as rapidly as demanded, it is recommended that a survey be made of recruitment practices used by the Employment Service in securing trainees.

Supplemental training was defined as the training received by a man after he goes to work and then returns to school.

Mr. Davis stated he had discussed these questions with individual instructors in the presence of their supervisors, and that the instructors themselves felt the need for further development in the training program.

Mr. Roeth said that there are two sources for trainees: (1) the unemployed, and (2) groups who are employed in non-essential industries and have to get into a war industry. Some means of support is necessary for trainees who are not working while they are going to school.

Mr. Probert, Training Within Industry representative, said that in the past three months there have been 70,000 men who have been training themselves and getting into the shipyards. It seems as though preemployment training will disappear and the men will be given supplemental training on the job. Another solution is being tried by the NYA, which is starting a camp in Richmond on the basis of giving men support while they are training for war industries.

Mr. Smith said that the classes should be expanded to give training to all who want such instruction. He expressed the opinion that private schools charging $150 tuition are inadvisable.

Captain Laird stressed the need for coordination of all training programs under one office, and the need for a system whereby a man can be sent to a definite place for information as to classes, et cetera. He mentioned that the coordination in Washington at the Federal level under General McSherry does not include the field.

Mr. Wynn suggested a "graveyard" shift in public school classes for training people in war industries.

Mr. Kranz asked for enumeration of the obstacles to the attainment of the mutual objective, to determine whether there is a need for more preemployment training; and if so, what steps should be taken to gain the desired results.

Lieutenant Sharkey, Navy training officer, said that coordination of training under the various agencies is needed, with more emphasis placed upon industry for supplemental training. Shipyards and private industries can have more supplemental training with their own facilities and allow the Government to do more preemployment training. He recommended a correlation of various training agencies to make available a mutual supply of information.

Mr. Haas raised three questions: (1) Is there a need for preemployment training? (2) Is there a need for coordination of all the agencies? (3) Are there available trainees? Mr. Kranz replied that more in-plant training is necessary because the men get paid while they are training, and the employer is sure of having the worker in his own plant.

Mrs. Day explained the monthly visiting program and preparation of reports of future labor requirements. Mr. Roeth said only about 1/5 of the men who are hired go through the preemployment training, and that no subtial numbers remain unemployed after they have completed preemployment training.

Mr. Kranz mentioned the need for more information, and suggested a survey of major plants to ascertain their in-plant training plans, and to ascertain whether it would be useful to them to have preemployment training, providing men for which trades and in what numbers.

Colonel Harshman stated that whenever the supply of preemployment training is lacking, the industries will take men and give the training in the plant.

Mr. Haas said that, since one-fifth of the men hired by the yards have had preemployment training, there is seemingly a need for preemployment training.

At this point Mr. Haas left the meeting and Mr. Kranz presided for the remainder of the session.

With reference to the maintenance of trainees, Mr. O'Conor said the WPA would consider the allotment of funds for this purpose if the Committee approved. He described similar requests for such assistance by Commander Keller.

Lieutenant Sharkey recommended concurrent preemployment and in-service training.

Mr. Kranz said it did not seem to be necessary for the Government to do what the shipyards are already handling at their own expense, as the shipyards are now giving their employees in-plant training. Colonel Harshman concurred with Mr. Kranz.

Various suggestions were made on this subject: Mr. Kienholz, "that preemployment training be shortened and more in-plant training take its place." Mr. Roeth: "that the whole problem is the supply of trainees." Mr. Wynn: "that if training were made available in the evenings, men could be drawn who were in private industry and who will shortly be out of a job." Mr. Smith: "that the classes be shortened to 15 hours a week."

## III. Labor Supply

Mr. Davis raised the question of what the committee could do about labor pirating. He cited the case of the Bechtel-McCone-Parsons Corporation which is making a survey to determine the availability of labor for the Marin Shipbuilding Company, which company is to construct a yard in Sausalito. The area covered by this advertising extends from Mendocino County in the north to and including Santa Clara County in the south, along the coast, including Oakland and Contra Costa County. The Employment Service has had a meeting with Bechtel, who stated they did not intend to pirate as the survey was merely to determine availability, not an actual recruiting program. However, when the company does open in Sausalito, they will undoubtedly recruit workers.

Mr. Kienholz said the State had called a school meeting in that area last week at which it was agreed that every high school will begin training programs immediately with a view to furnishing 4,000 or 5,000 workers to the Bechtel Company, in an effort to prevent labor pirating.

Mr. Kranz questioned the schools aiming at an age level which is about to be selected for military service.

Captain Laird said the prospective I-A's and I-B's are being watched and said also that women should be used in this training program.

Mr. Bryant said the Government tries to stop pirating by checking up on the advertisers and trying to convince the individual employers that such advertising is inadvisable. They are asked to place their orders with the Government which will [illegible] put the orders in clearance and try to get labor as prescribed by the War Production Board.

The committee agreed that in a case where a man quits a part-time job to take a full-time job, or if he wishes to work nearer home, the term "pirating" is not applicable.

Mr. Wynn said Bechtal wanted to check on men who are in Marin County and had asked the union if it would object to their attempting to hire men who are living there, and if the union would object to their taking key men. The same situation arose in the Stockton shipyards.

Mr. Probert said the Maritime Commission had tried to prepare the shipyards to face the loss of a certain number of key men, and that it was obvious that they would lose men who lived nearer to another shipyard.

Mr. Davis suggested the establishment of some coordination to provide means whereby shipyards could secure their supervisors without subterfuge and in an orderly manner, in agreement with other yards.

Mr. Bryant said it was not desirable to block a workman who could get a promotion in another yard, and that it was advisable to try to have men work in their own localities.

Mr. Kienholz suggested that the schools put in a large training program to supply more workers, so that pirating would not be necessary

The following resolution was adopted:

> "It is the opinion of this Committee that a representative should be designated by the Chairman to attend at the earliest opportunity a meeting of the Regional Council of Administrators for the purpose of stimulating in every possible way the work of expanding the training program designed to meet the needs of the new shipbuilding yard in Sausalito."

## IV. Farm and Canning Labor Supply

In reference to the question of the reduction of initiation fees for students who work in the canning industry, mentioned at the last meeting of the Committee, Mr. Smith said he had met with Mr. Flanagan, learning that the matter will be decided by the union on April 11. However, he added that the union does not look with particular favor on the idea of reducing their initiation fees. The initiation fees are $5.00; monthly dues of $1.50 are paid only when working. It was suggested that initiation fees for students be payable $2.50 for the coming school vacation; provided, if students continue to work thereafter, they shall pay the $2.50 balance of the regular initiation fee.

Before leaving the meeting, Mr. Haas reported on two matters assigned to him at the last meeting. Concerning the agricultural survey being compiled by Professor Adams of the University of California, Mr. Haas said the study would be available on or before April 16.

With reference to the employment of aliens, he reported Hammond Aircraft Corporation is not employing aliens of any kind, as they have instructions not to use any of them in the plant. McDonald Hardware Company is employing aliens, however.

At this point Mr. Davis introduced Mr. Crosby from the Washington office of General McSherry.

Mr. Kranz asked Mr. Crosby what he thought of having a coordinator for the training and labor supply problems, a central place where anyone can go. Mr. Crosby answered that in some places coordination had been carried out by a group. In Philadelphia, for instance, the whole system is connected and has been worked on a local level without edicts from Washington, where there is still a question as to how it can be coordinated at the top. In Detroit a "single control" has not worked out as well as the system in Philadelphia where the functioning has been accomplished by a committee similar to this committee. He briefly outlined the Philadelphia system and stated that when this problem becomes more acute the solution will come more easily than at present when production is not suffering.

The Committee discussed the question of the most convenient hour and day for regular meetings, deciding to await the results of a recent poll before arriving at a final decision.

The meeting was adjourned at 12:30.

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WOMEN'S BUREAU
Northern California
No. 9 - 4/8/42
APR 30 1942
DEPARTMENT OF LABOR

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Ninth Labor Supply Committee Meeting
### San Francisco - April 8, 1942

## LABOR RECRUITMENT

### Reduction of Initiation Fees for Students

In reference to the question of the reduction of initiation fees for students who work in the canning industry, mentioned at the last meeting of the Committee, Mr. Smith said he had met with Mr. Flanagan, learning that the matter will be decided by the union on April 11. However, he added that the union does not look with particular favor on the idea of reducing their initiation fees. The initiation fees are $5.00; monthly dues of $1.50 are paid only when working. It was suggested that initiation fees for students be payable $2.50 for the coming school vacation; provided, if students continue to work thereafter, they shall pay the $2.50 balance of the regular initiation fee.

## DEFENSE TRAINING

### Preemployment Training - Coordination

Mr. Haas, representing Management, stated that as the preemployment training program does not appear to be adequate to meet the increasing demand, the Committee should again attempt to correlate the whole training program.

The Executive Officer reported that a recent inspection was made of the two large Board of Education trade schools in San Francisco and of the Oakland trade schools. The San Francisco schools appear to be well organized with adequate instruction. Welding classes are the only ones where equipment is usually used twenty-four hours a day. Preference is given to supplemental training in the evening classes, the day classes being devoted principally to preemployment training. With the exception of the welding classes, all of them could be expanded greatly to provide for many more students. Because preemployment classes are usually limited to the day hours, it is difficult to fill the stations with trainees who do not have to work during the day. Many of the instructors try to locate jobs for needy preemployment trainees and then transfer them to the supplemental night classes. It is apparent that all classes could be greatly increased by a readjustment of the hours for preemployment training and by the adoption of some plan for providing maintenance for working students.

All orders for trainees are sent directly to the schools by controlling unions and filled without reference to the ES, which is later notified of referrals.

DEFENSE TRAINING - Continued

Preemployment Training - Coordination - Continued

The same conditions exist in Oakland except that a great many more stations are vacant a larger number of hours because of lack of students. Referrals to the shipyards through the unions are made directly by the schools.

In order to meet the increasing demand for shipyard workers, all training facilities, particularly the preemployment classes, should be utilized to the fullest extent; and it is recommended that action be taken to gain this objective. Due to the inability of the ES in both Oakland and San Francisco to secure trainees as rapidly as demanded, it is recommended that a survey be made of recruitment practices used by the ES in securing trainees.

Mr. Davis stated he had discussed these questions with individual instructors in the presence of their supervisors, and that the instructors themselves felt the need for further development in the training program.

Captain Laird stressed the need for coordination of all training programs under one office, and the need for a system whereby a man can be sent to a definite place for information as to classes, etc. He mentioned that the coordination in Washington at the Federal level under General McSherry does not include the field.

MINORITY PROBLEMS

Employment of Aliens

With reference to the employment of aliens, he reported Hammond Aircraft Corp. is not employing aliens of any kind, as they have instructions not to use any of them in the plant. McDonald Hardware Co. is employing aliens, however.

Unemployment of Mexicans in Southern California

Mr. Smith, Labor representative, WPB, called attention to a statement by the Minority Groups Representative, WPB, that 300,000 Mexicans in Southern California are finding it increasingly difficult to find jobs because they do not have citizenship papers, and that this labor supply should be used.

DISRUPTIVE RECRUITING PRACTICES

The Executive Officer raised the question of what the Committee could do about labor pirating. He cited the case of the Bechtel-McCone-Parsons Corporation which is making a survey to determine the availability of labor for the Marin Shipbuilding Co., which company is to construct a yard in Sausalito. The area covered by this advertising extends from Mendocino County in the north to and including Santa Clara County in the south, along

DISRUPTIVE RECRUITING PRACTICES - Continued

the coast, including Oakland and Contra Costa County. The ES has had a meeting with Bechtel, who stated they did not intend to pirate as the survey was merely to determine availability, not an actual recruiting program. However, when the company does open in Sausalito, they will undoubtedly recruit workers.

Mr. Kienholz, Defense Training, said the State had called a school meeting in that area last week at which it was agreed that every high school will begin training programs immediately with a view to furnishing 4,000 or 5,000 workers to the Bechtel Corp., in an effort to prevent labor pirating.

The following resolution was adopted: "It is the opinion of this Committee that a representative should be designated by the Chairman to attend at the earliest opportunity a meeting of the Regional Council of Administrators for the purpose of stimulating in every possible way the work of expanding the training program designed to meet the needs of the new shipbuilding yard in Sausalito."

EMPLOYMENT OF WOMEN

Utilization and Training of Women

Mr. Davis, the Executive Officer, discussed the problem of women in war industries and the fact that it is comparatively undeveloped, although some industries are now recognizing the need of using women. An instance of this exists at Mare Island, which is setting up a project with women as mechanics' helpers and efforts are being made to determine how they can be used in shipyards. ESMDT is making a survey to ascertain how shipyards can use women from two years college level, and possibly high school graduates. Numerous programs are under way for training women. Mr. Davis suggested that since these efforts are not well-coordinated, some agency on the Federal level should be made responsible for coordination of this project.

Mr. Probert, TWI, mentioned that one woman had made 14 calls in an effort to learn where she could find work in war industry. The San Francisco schools have two classes in airplane construction and layout work; however, an individual taking these classes would have to go to Los Angeles to be employed. Oakland and Berkeley schools are planning classes for women.

Mr. Haas, Management, stated that there are two steps to this program: (1) To analyze the requirements; (2) Prepare industry and labor for things to come. He asked the group to indicate what steps they believed necessary to accomplish this purpose.

Mr. Kienholz, Defense Training, said the School Board is trying to organize women's classes all over the Bay area; but they want facts as to what the jobs will be.

## EMPLOYMENT OF WOMEN - Continued

### Agricultural Work

It was cited that women will be needed in agriculture as well as in industry. Dr. Hecke (Agriculture) pointed out that there are certain types of agricultural work which women cannot do and suggested that conscription of labor was the only solution. The Acting Chairman appointed a sub-committee to investigate what the organization can do, specifically, about the problem of women in war industry.

Field Management Division
United States Employment Service
April 24, 1942

Miss Anderson 12

XII
No. 11 - 4/10/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

WOMEN'S BUREAU
APR 30 1942
DEPARTMENT OF LABOR

Eleventh Labor Supply Committee Meeting
Los Angeles - April 10, 194

## LABOR DISPLACEMENT

### Displaced Automobile Workers Being Absorbed By Chrysler and General Motors

The Executive Officer reported that the displaced automobile workers are being absorbed by Chrysler and General Motors, and that by July or August the entire displaced group will have been reemployed. He mentioned the energetic role the TWI group is playing in establishing in-plant training programs.

## LABOR RECRUITMENT

### Occupational Registration by Selective Service

Colonel Harshman, OUSW, explained the registration card. Selective Service is proceeding on the theory that the Employment Service will help registrants fill out their cards.

Mr. Roeth, USES, said the ES made a study and has determined the Selective Service boards which would report to the respective offices of the ES, and the number of questionnaires that will be sent to each office. It is planned to use trained personnel to assist registrants to fill out their cards with a view to discovering essential skills among those requesting assistance at the local offices. It is also planned to circularize local boards to the effect that registrants should be advised to go to the ES; this suggestion is also contained on the occupational registration card.

Action: The Acting Chairman appointed Colonel Harshman and Mr. Roeth a sub-committee to formulate a procedure for this occupational registration.

## DEFENSE TRAINING

### Increased Difficulty Regarding Unethical Private Schools, Unethical Advertising

The Executive Officer mentioned the increasing difficulty regarding unethical private schools and reported the appointment of a sub-committee to confer with aircraft officials, the Chamber of Commerce, and the Better Business Bureau to work toward a solution of the problem. He pointed out that, although there are many reputable schools operating in the area, there are about eight or possibly twelve unscrupulous schools preying on the public through uncontrolled advertising of a fraudulent nature.

## DEFENSE TRAINING - Continued

### Increased Difficulty Regarding Unethical Private Schools, Unethical Advertising - Continued

Colonel Harshman suggested that the Committee request General DeWitt to forbid workers to come into the combat zone through unregulated advertising.

A sub-committee was appointed to investigate the situation, ascertain what abuses exist, and to canvass the existing machinery on local, State and National levels with a view to controlling or restraining unethical private schools engaged in national defense training.

Captain Laird (Navy) recommended consolidation under one agency of all training facilities, such as Defense Training, TWI, WPA training, CCC training, and private training schools. He said there is at present insufficient coordination of our training efforts.

Mr. Davis said the Northern California Committee has been approached recently by representatives of two private schools who complained that organized labor refuses to accept their students. One school is organized and controlled by a shipyard supervisor. Both schools charge $150 tuition. Mr. Davis recommended an agreement between employers, the ES, and organized labor whereby the employers would not hire trainees except as approved by a central referral unit, which would tend to control unethical private schools.

## MINORITY PROBLEMS

### Consolidated Aircraft Corporation - Employment of Negro Women

Calif

Mr. Johnson, Negro Employment Training, WPB, called attention to the situation at Consolidated Aircraft Corporation where trained Negro women, hired only as maids, and who have been offered Civil Service jobs at North Island, are not being released by Consolidated to accept such employment for which they are fitted. The women hesitate to incur a possible "black-listing" should they leave their present jobs under the circumstances. The Committee agreed that Consolidated was not privileged to hold the employees. Mr. Kranz, Civil Service, suggested a conference with Mr. Waterbury, Personnel Director for Consolidated, for the purpose of policy clarification; also that North Island should be contacted.

Labor Supply Committee
Los Angeles 4/10/42

## EMPLOYMENT OF WOMEN

### Lockheed Aircraft Corporation

Mr. Randall Irwin, Director of Industrial Relations for Lockheed Aircraft Corporation, who presented to the Committee some of the problems

## EMPLOYMENT OF WOMEN - Continued

### Lockheed Aircraft Corporation - Continued

confronting his company and how they are attempting to solve them. He brought out the point that about 75% of the occupations in the aircraft industry could be performed by women and that after careful studies had been made, the company is convinced that women could handle many of the occupations with greater skill than male labor. This is especially true in the electrical assembly departments.

### State Ruling

Southern California: Mr. Harnish announced that a new manufacturing order is being released by the Industrial Welfare Commission to permit women 18 years of age and over to work between the hours of 12 midnight and 6:00 a.m., establishing a minimum wage of 60¢. This ruling is to remain in effect only for the period of the present emergency and is to cover only war industries, it being the responsibility of Army and Navy officials to certify that certain concerns are engaged in the war effort. The minimum wage has been increased from $16 to $18 per week.

Field Management Division
United States Employment Service
April 25, 1942

## ELEVENTH MEETING
## LABOR SUPPLY COMMITTEE, REGION XII
## LOS ANGELES - April 10, 1942

WOMEN'S BUREAU
1942
DEPARTMENT OF LABOR

The meeting was called to order at 9:40 A.M. by the Acting Chairman, Mr. James G. Bryant. Those present were:

### MEMBERS

Mr. James G. Bryant, United States Employment Service, San Francisco
Captain G. H. Laird, Civilian Personnel Officer, 12th Naval Dist., San Francisco
Lt. Col. Clarence C. Harshman, Regional Liaison Officer, OUSW, San Francisco
Mr. Philip S. Hasty, Defense Training, U. S. Ofc. of Education, Berkeley, Calif.
Mr. William K. Hopkins, Training Within Industry, WPB, Los Angeles
Mr. John O'Conor, Work Projects Administration, San Francisco
Mr. John C. McLendon, Work Projects Administration, Los Angeles
Mr. Harry T. Kranz, U. S. Civil Service Commission, San Francisco
Mr. Davis McEntire, Bureau of Agricultural Economics, Berkeley, California
Mr. John N. Barker, Division of Contract Distribution, WPB, San Francisco
Mr. Lee R. Smith, Regional Labor Representative, WPB, San Francisco
Mr. Clarence R. Johnson, Negro Employment & Training, Labor Division, WPB, Los Angeles
General H. G. Winsor, Training Within Industry, WPB, Seattle, Washington

### VISITORS

Mr. Arthur Wood, U. S. Employment Service, Los Angeles
Mr. Randall Irwin, Director of Industrial Relations, Lockheed Aircraft Corporation, Burbank, California
Mr. Charles F. B. Roeth, Assistant Director for California, U. S. Employment Service, Sacramento, California
Mr. J. R. Crosby, War Production Board, Washington, D. C.
Colonel Walter H. Adams, Selective Service Headquarters, Los Angeles
Mr. Harry Winslow, National Resources Planning Board, Washington, D. C.
Mr. V. B. Stanberry, National Resources Planning Board, San Francisco
Mr. W. Y. Wilson, National Youth Administration, San Francisco
Mr. James E. Carroll, Executive Officer, Washington and Oregon Industrial Area Labor Supply Committees, Portland, Oregon
Mr. George W. Davis, Executive Officer, Northern California Industrial Area Committee, San Francisco
Mr. H. R. Harnish, Executive Officer, Southern California Industrial Area Committee, Los Angeles

Mr. Bryant introduced Mr. J. R. Crosby, from the office of General McSherry, Washington, D. C.; Colonel Walter H. Adams, Selective Service Representative in Los Angeles; and Mr. Harry Winslow, National Resources Planning Board, Washington, D. C.

### I. Occupational Registration by Selective Service

Colonel Harshman exhibited and explained the registration card being mailed by Selective Service to all registered men. The card will afford a

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record of skills possessed by all registrants who have not already been inducted into the Army. It is expected that within the next four weeks all cards for the third registration will have been mailed out. The total for California is approximately 600,000. Selective Service is proceeding on the theory that the Employment Service will help registrants fill out their cards.

Mr. Roeth said the Employment Service made a study and has determined the Selective Service boards which would report to the respective offices of the Employment Service, and the number of questionnaires that will be sent to each office. It is planned to use trained personnel to assist registrants to fill out their cards with a view to discovering essential skills among those requesting assistance at the local offices. It is also planned to circularize local boards to the effect that registrants should be advised to go to the Employment Service; this suggestion is also contained on the occupational registration card.

Mr. Bryant suggested sending a letter along with the questionnaire to the effect that, if the individual has ever worked at any of certain listed skills, he is to report to the Employment Service.

Mr. Roeth presented a tentative draft of such a letter to the registrant: "if you have ever worked at any of the following skills (skills listed) and are not now working in any such skills in a war industry, please report to the nearest office of the U. S. Employment Service."

The Acting Chairman appointed Colonel Harshman and Mr. Roeth a subcommittee to formulate a procedure for this occupational registration.

## II. Reports from Area Committees

Southern California: Mr. Harnish announced that a new manufacturing order is being released by the Industrial Welfare Commission to permit women 18 years of age and over to work between the hours of 12 midnight and 6:00 A.M., establishing a minimum wage of 60¢. This ruling is to remain in effect only for the period of the present emergency and is to cover only war industries, it being the responsibility of Army and Navy officials to certify that certain concerns are engaged in the war effort. The minimum wage has been increased from $16 to $18 per week.

Mr. Harnish mentioned the continuing difficulty concerning the high cost of living at Las Vegas, Nevada. He conveyed the opinion of the Southern California Area Committee that they should go on record as having offered all assistance to Basic Magnesium, Inc., and MacNeill Construction Company toward a correction or improvement of these conditions. He said the Training Within Industry group had also offered their full facilities to Basic Magnesium. The Basic Magnesium Company believes that it can absorb most of the MacNeill workers.

Mr. Harnish reported that the displaced automobile workers are being absorbed by Chrysler and General Motors, and that by July or August the entire displaced group will have been reemployed. He mentioned the energetic role the Training Within Industry group is playing in establishing in-plant training programs.

He mentioned the increasing difficulty regarding unethical private schools and reported the appointment of a subcommittee to confer with aircraft officials, the Chamber of Commerce, and the Better Business Bureau to work toward a solution of the problem. He pointed out that, although there are many reputable schools operating in the area, there are about eight or possibly twelve unscrupulous schools preying on the public through uncontrolled advertising of a fraudulent nature.

Colonel Harshman suggested that the Committee request General DeWitt to forbid workers to come into the combat zone through unregulated advertising.

To Mr. Bryant's inquiry as to whether the Department of Education imposes certain standards which such schools should presumably meet, Mr. Hasty replied in the negative, stating that, although the better aircraft schools have an organization which has improved the school conditions of its constituent members, there is still no control over schools of the racketeering type.

Mr. Smith mentioned that the unions are refusing to admit graduates of the uncontrolled schools, to which Colonel Harshman replied that the students should not be penalized - punitive measures should be directed toward the schools themselves. Mr. Bryant suggested controlling the activities of such schools by withholding priorities on equipment.

Mr. Hopkins said one method of handling the situation would be to enlist the support of local radios and newspapers.

Mr. Kranz presented a motion, supported by Mr. Smith, that a subcommittee be appointed to examine the situation; to ascertain what abuses exist; and to canvass the existing machinery on local, state, and national levels for the control or restraint of unethical private schools engaged in national defense training.

The motion was put to vote and carried. Mr. Bryant appointed Mr. Hopkins, Colonel Harshman, and General Winsor to investigate this matter, Mr. Hopkins to serve as Chairman of the subcommittee.

Captain Laird recommended consolidation under one agency of all training facilities, such as Defense Training, Training Within Industry, WPA training, CCC training, and private training schools. He said there is at present insufficient coordination of our training efforts.

Mr. Davis said the Northern California committee has been approached recently by representatives of two private schools who complained that organized labor refuses to accept their students. One school is organized and controlled by a shipyard supervisor. Both schools charge $150 tuition. Mr. Davis recommended an agreement between employers, the Employment Service, and organized labor whereby the employers would not hire trainees except as approved by a central referral unit, which would tend to control unethical private schools.

**Washington:** General Winsor said the committee appointed earlier to study the problem of placing women in industry is operating as a standing committee, studying the placement of both men and women and inviting as observers representatives of shipyards and aircraft companies.

He said the farm labor problem has been complicated by the Japanese evacuation but that some progress is being made, although the situation is not definite at present.

He reported the ESMDT program in the Northwest is progressing in the development of higher skills.

A definite transportation and housing problem exists in the area, particularly in the Puget Sound locality where Boeing Aircraft Company is building a new plant and a new munitions installation is being constructed; and in the Seattle area where the shipyards are increasing their personnel. A subcommittee headed by Colonel Nelson is working on the problem and will present a final report and recommendations at the April 16 meeting of the Washington area committee.

Complaints are being received from the lumber industry concerning the loss of workers, many of whom are leaving to accept work in the shipyards. A subcommittee has been appointed to study this problem comprised of one of the labor representatives on the area committee, a lumber industry representative, a representative of the Employment Service, and others. It has been reported that the shipyards are now securing a statement from lumber industries as to whether workers are engaged in war production, before such workers are accepted by the shipyards.

General Winsor mentioned the proposed construction of three bases in the area (for the Army, Navy, and Air Service) which will demand approximately 20.000 workers. A training program is already under way and plans will probably be completed within the next two weeks.

At this point Mr. Kranz referred to the following statement which appeared in the minutes of the March 18 meeting of the Washington Committee:

> "General Winsor said there had been some criticism concerning the Civil Service Commission's taking people away from important industrial production plants and that some of them have come back to the plants and complained that the Civil Service jobs were not as specified."

Mr. Kranz recommended that the problem should be fully and frankly discussed in an effort to reach a satisfactory solution.

General Winsor expressed the belief that there is an unnecessary displacement of labor due to the activities of the Civil Service Commission; for example, in recruiting workers for Alaska. He recommended coordination to prevent lost effort; and pointed out that boats returning from Alaska bear hundreds of workers who are not satisfied to remain on the job there, with obvious consequences in the way of lost man hours.

Mr. Kranz said that, although the statement previously appearing in Civil Service announcements that no applicant engaged in war production will be considered, has been deleted, the attitude of the Commission has not changed.

He explained the new "war service regulations" under which the Commission is now operating. Probational-indefinite appointments have been suspended effective March 16; current appointments are made only for the duration of the war. The consent of the employer is not required now for transfer, in the event the transfer is proposed to an agency having a higher priority rating than the agency in which the employee is currently employed. Under the present regulations, an employee serving in any agency may resign and secure immediate employment in any agency having a higher priority classification, without having to secure a release from his last employer. Mr. Kranz said a new provision may be formulated in this respect. He discussed further the transfer of employees from one Federal agency to another as governed by their respective priority ratings. Mr. Kranz' office has circularized all appointing officers in his district to the effect that in interviewing certified eligibles, inquiry should be made as to whether they are currently engaged in war work involving the skill which is being sought by the new employer.

A discussion of this matter among the members of the Committee led to the suggestion that all hiring be done through the United States Employment Service, thereby receiving the benefit of that agency's nationwide clearance system.

Mr. Johnson called attention to the situation at Consolidated Aircraft Corporation where trained negro women, hired only as maids, and who have been offered Civil Service jobs at North Island, are not being released by Consolidated to accept such employment for which they are fitted. The women hesitate to incur a possible "black-listing" should they leave their present jobs under the circumstances. The Committee agreed that Consolidated was not privileged to hold the employees. Mr. Kranz suggested a conference with Mr. Waterbury, Personnel Director for Consolidated, for the purpose of policy clarification; also that North Island should be contacted.

Oregon: Mr. Carroll said the Oregon Area Committee meeting at which Miss Bondfield was a guest, was attended by about 100 persons and proved to be most helpful and educational. He also mentioned Mr. J. R. Crosby's presence at the April 4 meeting.

The lumber industry problem in Oregon is similar to the situation reported earlier by General Winsor. A subcommittee is studying the question and is expected to report on Tuesday, April 14.

Mr. Carroll said the cantonments at Medford and Corvallis would probably present a problem, as they are short about 700 carpenters, although some results are being obtained from California clearance. The employment manager sent an advertisement to Montana and Idaho newspapers over the protest of Mr. Carroll; but since that time the company has decided to conduct pooled interviews in the accepted manner.

Mr. Bryant mentioned the effect of the Japanese evacuation on construction in general, due to the demand for immediate construction of reception centers. He said about 1200 workers on reception centers in Portland would be available in about ten days.

Mr. Carroll reported that the Oregon Shipbuilding Company has been using its own employment office but is now beginning to use the Employment Service both in Vancouver and in Portland.

He said a report on the evaluation of the training program would be attached to the minutes of the April 4 meeting.

The subcommittee has reported on the transportation problem. Mr. Carroll has been designated to sit in on the municipal committee meetings as an observer. A towing company has entered into a contract with the Oregon Shipbuilding Company for the operation of a ferry across the Columbia River to Vancouver, the commuting fee to be small.

Mr. Carroll said the U. S. Employment Service Director for Oregon is preparing a comprehensive report on farm labor, which will be released to the committee. The molder problem still exists; it is probable that additional workers will be trained through vocational schools.

Northern California: Mr. Davis sketched briefly the progress made in the recruitment of students to help in canning and processing foods.

He stated it is probable the present temporary relaxation of restrictions on the employment of girls from 16 to 18 years of age will be continued if Congress does not act on the Department of Labor recommendation by April 30.

Mr. Davis pointed out that whereas a number of different agencies formerly were conducting unrelated surveys on the farm labor problem, through the efforts of the Northern California area committee the services of all agencies have been coordinated, contributing to one survey and recruitment program with the U. S. Employment Service recognized as the operating agency.

He stated there is a lack of definite information concerning work opportunities for women in industry. The Area Committee feels that the entire subject should be studied, explored, coordinated and administered in such a way that general information will be available to all interested agencies.

The Committee has re-opened the question of preemployment training as it relates to the labor supply requirements and to other training programs, such as Training Within Industry, supplemental, et cetera.

The proposed central shipbuilding employment office is being discussed by the local Labor Committee with representatives of organized labor, and an early decision is expected.

A study of transportation problems is being made in order to anticipate difficulties arising from shortage of tires.

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During luncheon Mr. Bryant introduced Mr. Randall Irwin, Director of Industrial Relations for Lockheed Aircraft Corporation, who presented to the Committee some of the problems confronting his company and how they are attempting to solve them. He brought out the point that about 75% of the occupations in the aircraft industry could be performed by women and that after careful studies had been made, the company is convinced that women could handle many of the occupations with greater skill than male labor. This is especially true in the electrical assembly departments.

Mr. Irwin explained a traffic study that had been made in an attempt to solve the serious transportation problem resulting from the shortage of tires and the lack of common carrier service.

In the afternoon, the Committee visited the central aircraft employment office operated by the U. S. Employment Service; and Mr. Arthur Wood, Manager of the Los Angeles office of the Employment Service, explained in detail the functions of the aircraft office.

Arrangements were made for members of the Committee to visit aircraft plants the following day, April 11.

The meeting adjourned at 4:30 P. M.

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## TWENTY-EIGHTH MEETING OF THE SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Los Angeles, California
April 13, 1942

WOMEN'S BUREAU
APR 27
DEPARTMENT OF LABOR

### Members Present

PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

MANAGEMENT

Frank Barnhill, Charles R. Hadley Company
Garner A. Beckett, Riverside Cement Company

LABOR

John Despol, Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL

LIAISON OFFICER, S.O.S.

Colonel Walter H. Adams, U. S. Army

U. S. NAVY

Lieutenant Commander A. G. Berry, Jr., USNR

H. R. Harnish, Executive Officer

### Visitors

Charles Fishburn, Training Within Industry Division, WPB
Al Norton, Agriculture Representative for the Western States,
Social Security Board

The meeting was called to order by the Chairman, Mr. David T. Babcock, at 5:10 p.m.

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1. Report by Chairman David T. Babcock

Mr. Babcock reported briefly on his recent trip to Washington, D. C. He stated that there is a growing appreciation of the fact that there is a great duplication of effort, due to the overlapping of functions of the various divisions of the War Production Board concerned with labor. Studies are being made at the present time which, it is believed, will eliminate these duplications, and will improve the efficiency of the labor division of the War Production Board.

2. Agriculture

Colonel Walter Adams reported that on April 10, 1942, he attended a meeting of the Los Angeles County USDA War Board, which has been organized through the cooperative effort of the U. S. Department of Agriculture and Selective Service. The function of this Board is to act in an advisory capacity to the local Selective Service groups, in connection with shortages of agricultural labor. No specific cases may be discussed by this War Board with Selective Service, but the former may report information to the latter as to shortage or reduced sources of various types of agricultural workers. Local Selective Service boards may call upon the War Agriculture Board for advice as to occupational deferment and on problems concerning agriculture. The Agriculture War Board is just in the process of organization, and Colonel Adams explained Selective Service activities to the seven men present. He also told the group about the function of the Labor Supply Committee, stating that it is available to aid with any labor supply problems, and extending its cooperation to the Agriculture War Board. Col. Adams mentioned to our Committee that of the seven men comprising the Board who attended the meeting, none represented the farmer. It would seem that this is a serious oversight.

Discussion of the subject of possible shortage of agricultural labor brought out the fact that the Committee recognizes the seriousness of the matter. In this connection, there is great divergence of opinion among various groups, as to the advisability of importing workers into Los Angeles County from Mexico and elsewhere, to perform agricultural work.

Mr. Harnish indicated that at the Regional Labor Supply Committee meeting held in Los Angeles on April 10, the importance of the whole agricultural problem was emphasized, and the view expressed that Labor Supply Committees should interest themselves to the utmost in development of ways and means of adequately handling it. This activity will necessarily include a study of the requirements for agricultural labor, wages, housing, etc. Chairman Babcock stated, in this connection, that probably the first step would be to appoint a sub-committee to work on the survey, with possibly one or two labor men (not members of our Committee), who have followed the needs of agriculture here, to become a part of such sub-committee.

Mr. Al Norton, Social Security Board Agriculture Representative for the Western States, was introduced. He was requested by the Chairman to give us a resume of agricultural conditions here at present, and to express his ideas as to the way in which our Committee could fit into the program of providing an adequate supply of labor for agriculture.

Mr. Norton stated that it is the responsibility of the USES to recruit and distribute the labor as and where needed, and that the California Agency of the USES would solicit all possible support and assistance in the undertaking. He mentioned the fact that because of the loss of so many men to the armed forces, and to war industries, and because of the withdrawal of Japanese farm labor, recruitment of farm help presents a very difficult situation, and will have to be handled differently than in previous seasons. He said that the job must be done, even if it means importation of Mexican labor as a last resort, adding that Governor Culbert Olson is in favor of such action, provided it can be justified.

It was stated by Mr. Norton that in Oregon women are being registered through the USES for various types of war work. Those indicating a willingness to accept agricultural employment no doubt will be called upon if needed.

The opinion was expressed by Mr. Norton that it is difficult to say whether or not there will be an adequate supply of agricultural labor, and that to meet a shortage there must be flexibility of action in the recruiting organization.

In view of the responsibility of this Committee to evaluate the services being performed by all agencies, in connection with labor supply problems, it is the opinion of the Committee that a survey should be conducted by it to ascertain just what is being done, and what can be offered, as to furnishing agricultural labor, through such agencies as the USES, County Relief, WPA, etc., this to supplement a study to be made by the Committee as to requirements for such labor, wages, housing, etc.

Mr. Harnish, in line with his duties calling for visits to Local Offices of the USES, mentioned that such visits made last week to several offices located in farming communities, developed the fact that agricultural needs are not being given the required attention. One particular office had an order for farm labor. This order had not been worked on, the reason being that there is a lack of personnel in the office.

Mr. Harnish has recommended that additional units of personnel be furnished to the offices where the need is evident; also the establishment of a seasonal agricultural office at Lancaster, Antelope Valley, for the period May 1 through October 31, 1942. At least 1500 farm workers will have to be recruited in the Valley, in addition to those usually available there, together with miscellaneous workers for water pumping plants in that district.

By motion made, seconded, and carried, the Committee unanimously concurred in the recommendations made by Mr. Harnish, mentioned above, in the preceding paragraph. Furthermore, it is the consensus that owing to a shortage of time and to the great amount of work involved in the study of the agricultural problem, it will be impossible for Mr. Harnish to cover the entire field of activity. The Committee wishes to go on record, therefore, that it has requested the Executive Officer to procure an assistant in the Labor Supply Committee office, for as long a time as necessary, to aid in thoroughly investigating the agricultural problem, to make recommendations which will enable the USES offices to carry on their farm labor recruitment adequately, to consult with other agencies, and to perform such other work as required in connection with this serious labor situation.

Mr. Norton inquired as to the duties of such an individual, and was advised that the assistant would work with our Committee, but would actually represent the USES in connection with matters relating to agricultural needs here.

Mr. Harnish mentioned that Mr. Smoyer, of the Labor Sub-Committee of the Los Angeles County Agricultural Planning Committee, advises that that group has pretty well coordinated the many agencies acting on the agricultural problem here. He is anxious to have our group represented at an early meeting of the County Committee, and to assist in correlating the activities of the interested groups.

3. Evaluation of Pre-employment Training Classes

The Executive Officer said that Messrs. Lorenz Meyer and William Cleary (assigned by the USES Occupational Analysis Section to assist in the survey undertaken by the Committee as to effectiveness of pre-employment training classes), are making excellent progress in their work, and that a report will soon be available as to contacts made with shipyard officials and union representatives.

## 4. Private Training Schools - Unethical Practices

(a) In view of the great amount of evidence which has come to this Committee regarding the unethical practices of numerous private training schools, it was agreed that definite action toward preventing continuance of such practices should be taken. Adoption of the following resolution, presented by the Executive Officer, was accordingly unanimously approved:

WHEREAS the Southern California Industrial Labor Supply Committee is receiving an increasingly large number of complaints from students regarding unethical, fee-charging industrial vocational training schools, and other evidence bearing out the situation:

IT IS RESOLVED that this Committee urgently recommend that the Regional Labor Supply Committee immediately take such action as will result in regulatory measures to minimize the conditions that now exist in this connection.

(b) Mr. Harnish read a letter from Glen B. Eastburn, Manager, Aviation Department of the Los Angeles Chamber of Commerce, stating that their Training sub-committee will be called together in the very near future for a joint meeting with us, in connection with development of means for correction of abuses in the private training school field.

(c) Discussion brought out the opinion that before prospective students enroll in pre-employment classes in private training schools, they should protect themselves by first consulting with the nearest office of the USES to ascertain what are the employment possibilities.

A motion was carried to the effect that our Committee should bring this suggestion to the attention of the Regional Committee, and that the latter Committee should be requested to ask the Washington office of the USES to institute a program by radio, newspapers, and other appropriate media, to publicize the advisability of clearing with the USES before enrolling in war industry pre-employment private school training classes.

## 5. Disruptive Recruiting Practices

During the past few weeks a great deal of difficulty has been experienced in this Area because companies from other states (both by direct action and through advertising media) have attempted to recruit war workers currently employed here. It is felt that definite action should be taken to eliminate this practice, the ill effects of which are obvious.

The Committee unanimously voted adoption of the following resolution, which was read by the Executive Officer:

IT IS RESOLVED that the Regional Labor Supply Committee be requested to recommend to the War Production Board immediate issuance of a directive to war industries, prohibiting the proselyting of workers; also the advertising for workers in areas located outside of a respective industrial plant community.

6. Executive Officer's Report:

(a) Filipino Employment in War Industries

The Executive Officer stated that the office of the Army Air Corps has received instructions from the Adjutant General, Contract Section of the U. S. Army in Washington, that for the purpose of working in war industries, natives of the Philippine Islands will not be considered aliens. Due to the fact that there is, in most cases, very little documentary evidence that Filipinos can obtain regarding their birth and residence, a plan has been authorized whereby Mr. R. E. Bela Ysla, President of the local Filipino Chamber of Commerce, and Attorney L. A. Gordon, of Los Angeles, will assume the responsibility of establishing the identity and loyalty of each Filipino applicant, and will supply a concording affidavit. The USES here has worked out procedures for accepting applications from Filipinos for work in war industries.

(b) Transportation of Aircraft Workers

Lockheed and Vega Aircraft Companies have installed a shuttle bus system to insure arrival of employees on the job, in the face of fast-disappearing automobile rubber. Railheads, fed by established carriers, have been established at Santa Monica Boulevard and Western Avenue, Beverly Boulevard and Vermont Avenue, and at Avenue 50 and York Boulevard.

The buses are chartered from the L. A. Motor Coach Company by the aircraft plants. Ticket books are sold to employees by the plane firms at $2.00 for 16 rides or $3.75 for 30 rides. This price is below the cost of chartering the buses, and the difference is made up by the aircraft companies.

In addition to regular streetcar and bus lines meeting the railhead, employees are expected to come as far as the bus terminal in private vehicles.

(c) Training for Vegetable Clerks

Approximately 9,000 fruit and vegetable clerks are needed in the Los Angeles area to fill vacancies created by evacuation of Japanese and by the drafting of clerks into military service. To fill this acute need, a free short course in practical retail produce handling is being launched in Los Angeles. Behind this effort are the Fresh Fruit and Vegetable Institute, Associated Produce Dealers and Brokers, the California Fruit Growers Exchange, and the Southern California Retail Grocers Association, coordinated through Vierling Kersey, Superintendent of Schools.

(d) Tentative Proposal for Recruitment of Shipyard Workers

The Executive Officer reported that in accordance with instructions of the Committee, the Regional Labor Supply Officer has been requested to advise us what further action, if any, is required from our group, in order that the proposed plan covering recruitment and placement of shipyard workers may be made operative through the USES here.

In this connection, the following letter has been received by the Committee from Thomas Adkins, President, Marine and Shipbuilding Workers of America, Local No. 9:

> "We would like to give you an outline of our method of dispatching men from our Union Hall for employment in the ship-yards. At the present time we have some three or four hundred of our members out of work because of the Bethlehem Shipyard having adopted the two ten-hour shifts. After these men have been put to work, all other C.I.O. men in the harbor will be the next in line.
>
> "We wish to request that the U.S.E.S. send men to the Union Hall for registration, giving preference to California C.I.O. members first, displaced workers second, other resident displaced workers, and lastly out of state workers. The demand for skilled workers in all lines is very much in demand at this time.
>
> "We would appreciate receiving an expression from your office in the near future."

The meeting adjourned at 7:00 p.m.

Miss Anderson

XII
Southern California
No. 28 - 4/13/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Twenty-eighth Labor Supply Committee Meeting
Los Angeles - April 13, 1942

## LABOR RECRUITMENT

### Agriculture

Colonel Adams reported having attended a meeting April 10, of the Los Angeles County USDA War Board, the function of which is to act in an advisory capacity to the local SS groups in connection with shortages of agricultural labor. Colonel Adams extended the cooperation of the LSC to this board.

Discussion of the possible shortage of agricultural labor developed the fact that there is a variance of opinion as to the advisability of importing workers into Los Angeles County from Mexico and elsewhere, for agriculture work. It was stated that Governor Olson is in favor of such action, provided it can be justified.

In view of the responsibility of this Committee to evaluate the services being performed by all agencies, in connection with labor supply problems, it is the opinion of the Committee that a survey should be conducted by it to ascertain just what is being done, and what can be offered, as to furnishing agricultural labor, through such agencies as the USES, County Relief, WPA, etc., this to supplement a study to be made by the Committee as to requirements for such labor, wages, housing, etc.

Mr. Harnish, Executive Officer, indicated that upon visiting local offices he found that agricultural needs are not being given the required attention. In one office an order for farm labor had not been acted upon due to the lack of personnel. Mr. Harnish recommended additional personnel for offices where need is apparent, also the establishment of a seasonal agricultural office at Lancaster, Antelope Valley, for the period May 1 to October 31, 1942. At least 1,500 farm workers will have to be recruited in the Valley in addition to those usually available there. The Committee voted unanimously for the recommendations made by Mr. Harnish. The Committee also went on record requesting that an assistant be procured for the LSC office to aid in investigating the agricultural problem and make recommendations which will enable the USES office to carry on farm labor recruitment adequately, consult with other agencies and perform other work in connection with this serious labor situation.

Mr. Harnish reported that the LSC of the Los Angeles County Agricultural Planning Committee, as operated, will coordinate the many agencies acting on the agricultural problem. He is anxious to have the LSC represented at an early meeting of the County Committee, and to assist in correlating the activities of the interested groups.

HB

## LABOR RECRUITMENT - Continued

### Training of Vegetable Clerks

Approximately 9,000 fruit and vegetable clerks are needed in the Los Angeles area to fill vacancies created by evacuation of Japanese and by the drafting of clerks into military service. To fill this acute need, a free short course in practical retail produce handling is being launched in Los Angeles. Behind this effort are the Fresh Fruit and Vegetable Institute, Associated Produce Dealers and Brokers, the California Fruit Growers Exchange, and the Southern California Retail Grocers Association, coordinated through Vierling Kersey, Superintendent of Schools.

### Tentative Plan for Recruitment of Labor for Shipyards

The Executive Officer reported that in accordance with instructions of the Committee, the Regional Labor Supply Officer has been requested to advise us what further action, if any, is required from our group, in order that the proposed plan covering recruitment and placement of shipyard workers may be made operative through the USES here.

In this connection, the following letter has been received by the Committee from Thomas Adkins, President, Marine and Shipbuilding Workers of America, Local No. 9:

> "We would like to give you an outline of our method of dispatching men from our Union Hall for employment in the ship-yards. At the present time we have some three or four hundred of our members out of work because of the Bethelehem Shipyard having adopted the two ten-hour shifts. After these men have been put to work, all other CIO men in the harbor will be the next in line.
>
> "We wish to request that the USES send men to the Union Hall for registration, giving preference to California CIO members first, displaced workers second, other resident displaced workers, and lastly out of State workers. The demand for skilled workers in all lines is very much in demand at this time.
>
> "We would appreciate receiving an expression from your office in the near future."

## DEFENSE TRAINING

### Evaluation of Preemployment Training for Defense

The Executive Officer reported that Messrs. Lorenz Meyer and William Cleary (assigned by the USES Occupational Analysis Section) are making excellent progress in the survey regarding the effectiveness of preemployment training classes. A report will soon be available regarding contacts made with shipyard officials and union representatives.

## DEFENSE TRAINING - Continued

### Unethical Practice - Private Schools

In view of the great amount of evidence that has come to the LSC regarding unethical practices of private training schools, adoption of the following resolution was unanimously approved:

> "WHEREAS the Southern California Industrial LSC is receiving an increasingly large number of complaints from students regarding unethical, fee-charging industrial vocational training schools, and other evidence bearing out the situation:
>
> "IT IS RESOLVED that this Committee urgently recommend that the Regional LSC immediately take such action as will result in regulatory measures to minimize the conditions that now exist in this connection."

Mr. Harnish read a letter from Glen B. Eastburn, Manager, Aviation Department of the Los Angeles Chamber of Commerce, stating that their Training sub-committee will meet jointly with the LSC in connection with devising means for the correction of abuses in the private training school field.

The LSC advocates that before prospective students enroll in pre-employment training classes in private training schools, they should protect themselves by first consulting with the nearest office of the USES to ascertain the employment possibilities. A motion was carried to the effect that the Southern California Area Committee bring this suggestion to the attention of the Regional Committee, and that the latter Committee request the Washington Office of the USES to institute a program by radio, newspapers, and other appropriate media, to publicize the advisability of clearing with the USES before enrolling in war industry pre-employment private school training classes.

## MINORITY PROBLEMS

### Filipino Employment in War Industries

The Executive Officer made a report on instructions from the Adjutant General, Contract Section, U. S. Army in Washington, that for the purpose of working in war industries, natives of the Philippine Islands will not be considered aliens. Due to the fact that there is, in most cases, very little documentary evidence that Filipinos can obtain regarding their birth and residence, a plan has been authorized whereby Mr. R. E. Bela Ysla, President of the local Filipino Chamber of Commerce, and Attorney L. A. Gordon of Los Angeles, will assume the responsibility of establishing the identity and loyalty of each Filipino applicant, and will supply a concording affidavit. The USES here has worked out procedures for accepting applications from Filipinos for work in war industries.

## DISRUPTIVE RECRUITING PRACTICES

### Companies From Other States Recruiting Workers Currently Employed in California

During the past few weeks a great deal of difficulty has been experienced in this Area because companies from other States (both by direct action and through advertising media) have attempted to recruit war workers currently employed here. It is felt, that definite action should be taken to eliminate this practice, the ill effects of which are obvious.

The Committee adopted the following resolution:

> "IT IS RESOLVED that the Regional LSC be requested to recommend to the WPB immediate issuance of a directive to war industries, prohibiting the proselyting of workers; also the advertising for workers in areas located outside of a respective industrial plant community."

## COMMUNITY PROBLEMS

### Transportation of Aircraft Workers

Lockheed and Vega Aircraft Companies have installed a shuttle bus system to insure arrival of employees on the job. Railheads, fed by established carriers, have been established at Santa Monica Boulevard and other points. The buses are chartered by the aircraft plants. Ticket books are sold to employees by the plane firms at a price less than the cost of chartering the buses, the difference being made up by the aircraft companies.

Field Management Division
United States Employment Service
April 29, 1942

- Miss Anderson

XII
Oregon Area
No. 8 - 4/14/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Eighth Labor Supply Committee Meeting
### Portland - April 14, 1942

## LABOR SUPPLY COMMITTEE PROBLEMS

### AFL Picket Line

A letter received from the President of the Oregon State Industrial Union Council, regarding an AFL picket line which has been established around a union job being handled by union contractors, was read. The letter stated that in view of the fact that the project was part of the defense housing program, the LSC should take some steps toward effecting the removal of the picket line. Although the Chairman has previously ruled that jurisdictional disputes have no place for discussion by the Area Committee, however, this particular case concerns labor supply. After some discussion, a motion was accepted that the Building Trades Council should be requested to remove the picket line or let a representative of the Council appear before the Area LSC and explain the reasons for non-removal. A motion was made to appoint a subcommittee to investigate the matter. The Executive Officer was directed by the Chair to acknowledge receipt of the letter of the Oregon State Industrial Union Council, copy of which is attached to the Minutes.

## LABOR RECRUITMENT

### Labor Supply Situation in Lumber and Sawmill Industry

Mr. Jones advised the Committee that he would be away for four or five weeks and suggested that another employer member be appointed at least during his absence, requesting that the person be named by the Committee. The Chairman was directed by the Committee to call together a representative group of employers and request them to appoint a substitute for Mr. Jones during his absence.

### Shortage of Workers and Labor Turnover in Small Machine Shops

This problem was discussed at length. A motion was approved to appoint a subcommittee to investigate the shortage of labor in small machine shops and the lumber industry, and its effect on small contractors.

## DISRUPTIVE RECRUITING PRACTICES

### Medford Cantonment

A resolution adopted by the Oregon Area LSC, regarding advertisements appearing in newspaper items, calling for workmen to be used on the Army Cantonment at Medford, was presented to the contractors of the Medford Cantonment as well as Major Bean and the Jackson County Chamber of Commerce.

JLB

## DISRUPTIVE RECRUITING PRACTICES - Continued

### Medford Cantonment - Continued

Major Bean advised that he had repeatedly called attention of the contractors to the inevitable results of the labor recruiting practices of advertising through newspapers and radio. Cooperation of the project manager was solicited and he was warned against repercussions that might occur if the LSC found it necessary to report to Washington, D.C. his refusal to cooperate. The manager promised cooperation in the recruiting and clearance of labor through the USES. Newspapers will, in the future, accept no advertisements which have not been approved by the USES. It was pointed out that the influence of the Southern California LSC was apparent, and that the Chamber of Commerce in Los Angeles refused to cooperate with the Chamber of Commerce of Jackson County, Oregon, in the recruitment of labor for the cantonment, except through the USES.

## COMMUNITY PROBLEMS

### Transportation

The Executive Officer reported that a subcommittee of Mr. Bowes' committee is considering plans for the staggering of hours at shipyards in an effort to solve the transportation problem, but further than that, nothing has crystallized.

The consensus of the Committee was that Mr. Carroll suggest to the city transportation committee that transportation by water be considered.

## EMPLOYMENT OF WOMEN

### Use of Women in Shipyards

During the recent women's census in the State of Oregon, 302,000 women were contacted. The work on the census is nearing completion and will be finished within the next week or two. Employment of women in the shipyards has already begun. Women are being used in warehouses. The USES is cooperating with the Vocational Education Department in training for women which will come as a result of the survey.

A study is being made by the Washington Industrial Area Committee in the use of women in aircraft industry in Seattle, and definite recommendations will be made in the report of the Committee on the use of women in industry.

Field Management Division
United States Employment Service
May 1, 1942

# EIGHTH MEETING
# LABOR SUPPLY COMMITTEE, REGION XII
# AT SAN FRANCISCO
# JANUARY 9, 1942

WOMEN'S BUREAU
FEB 4 1942
DEPARTMENT OF LABOR

The meeting was called to order at 9:35 A.M. by the Acting Chairman, Mr. James G. Bryant. Those present were:

## MEMBERS

Mr. James G. Bryant, Labor Supply Officer, San Francisco
Mr. H. D. Huxley, Assistant Labor Supply Officer, San Francisco
Commander G. H. Laird, 12th Naval District, San Francisco
Lt. Commander Homer H. Shirrell, 12th Naval District, San Francisco
Lt. Colonel Clarence C. Harshman, Regional Liaison Officer, OUSW, San Francisco
General H. G. Winsor, Training Within Industry, Seattle, Washington
Dr. Varden Fuller, Bureau of Agricultural Economics, Berkeley, California
Mr. Philip S. Hasty, U. S. Office of Education, Berkeley, California
Mr. Guy T. Nunn, Minority Groups - OPM, Los Angeles, California
Mr. W. G. Frischknecht, National Youth Administration, San Francisco
Mr. Robert J. Stevens, Work Projects Administration, Salt Lake City, Utah
Mr. John O'Conor, Work Projects Administration, San Francisco
Mr. Lee R. Smith, Regional Labor Representative - OPM, San Francisco
Mr. William J. Logue, Apprenticeship Training - Dept. of Labor, San Francisco
Mr. Aylwin Probert, representing Mr. Alexander R. Heron, Training Within Industry, San Francisco
Mr. Joseph W. Hazlewood, representing Mr. Harry T. Kranz, Civil Service Commission, San Francisco
Mr. John N. Barker, representing Colonel F. M. Smith, Division of Contract Distribution, San Francisco

## VISITORS

Mr. Richard M. Neustadt, Regional Director, Social Security Board, San Francisco
Mr. Chester D. Ross, U. S. Engineer Department, Seattle, Washington
Mr. V. B. Stanberry, National Resources Planning Board, Berkeley, California
Mr. W. K. Shaughnessy, Labor Market Analyst, Bureau of Emp. Security, San Francisco
Mrs. Constance H. Day, Junior Economic Analyst, Bur. of Emp. Security, San Francisco
Mr. H. R. Harnish, Executive Officer, Southern California Industrial Area Labor Supply Committee, Los Angeles
Mr. James E. Carroll, Executive Officer, Washington and Oregon Industrial Area Labor Supply Committees, Portland, Oregon
Mr. George W. Davis, Executive Officer, Northern California Industrial Area Labor Supply Committee, San Francisco
Mr. John E. Cooter, Regional Farm Placement Representative, U. S. Employment Service, San Francisco
Lieutenant J. Edward Sharkey, 12th Naval District, San Francisco
Mr. Edwin Bates, Informational Service Representative, Social Security Board, San Francisco
Mr. Ralph G. Wadsworth, Director for California, U. S. Employment Service, Sacramento, California
Mr. Roy Sherman, Field Representative - National Youth Administration, Washington, D. C.

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## Federalization of the Employment Service

Mr. Bryant outlined the nationalization of the United States Employment Service, effective January 1, 1942, explaining that the change stemmed from a need for uniform and expeditious action in the present emergency. He predicted a severe labor shortage within the next six months as a result of the demand for highly increased production, and stated his belief that the nationalization of the Employment Service would greatly contribute to the smooth functioning of the intensified labor supply effort. He expressed the opinion that the present labor displacement on the Pacific Coast would in all likelihood be rapidly absorbed by the increased demand, and that our paramount task for the next six months will be to meet that demand.

Mr. Bryant briefly reviewed the organization and functions of the four Industrial Area Committees for Region XII as established by the Regional Committee in previous meetings, stating that the area committees are now operating very successfully and are rapidly developing into the actual working groups of the Regional Committee.

Mr. Smith presented a motion, supported by Mr. Frischknecht, that the Army and Navy representatives be included on the industrial area committees. The Committee voted unanimously to that effect.

The Committee also voted unanimously on the motion presented by Commander Laird, supported by General Winsor, that the Priorities Division be included on the membership of the area committees.

## Our Emergency Employment Service

Mr. Neustadt, Chairman of the Federal Regional Advisory Council, outlined the operation of that group with respect to the war emergency. He explained that the Advisory Council is composed of 32 Federal agencies with activities divided under three headings:

1. Coordination of community facilities to be aided by Federal funds under the Lanham Act - schools, hospitals, et cetera.

2. Coordination of the defense activities of all Federal agencies, frequently extending into the province of quasi-public and national private organizations such as the Red Cross, USO, et cetera.

3. Recreation - the development of recreational facilities for the armed forces and defense workers, and the safeguarding of morals in the vicinity of Army camps.

Mr. Neustadt stated that a drive is now under way, with the assistance of the State Governors and subordinate law enforcement agencies of the Region, to suppress prostitution. As an example of the effectiveness of this movement, he mentioned the closing of the notorious Reno "Stockade".

(See Reverse Side)

Mr. Neustadt pointed out the hazards incident to the nationalization of the Employment Service; that there is some resentment on the part of employers, particularly some farm groups. He mentioned the valuable assistance the Industrial Area Labor Supply Committees are rendering the Employment Service in effectuating its program. He stressed the importance of maintaining the present excellent cooperation of the Governors of the States, and called particular attention to Governor Sprague's assistance in the program.

## Labor Market Surveys and Priorities Developments

Mr. Shaughnessy said that the Regional Labor Supply Officer's staff is now providing a monthly review of labor market conditions in the Region to all Regional and Area Labor Supply Committee members. The Committee unanimously agreed that such a monthly review affords valuable information. Mr. Shaughnessy also said that all major metropolitan areas in the Region will have labor market surveys completed by the end of January.

In relation to priorities, Mr. Shaughnessy said that the outbreak of hostilities had resulted in several major changes. The lumbering industry displacement, which had threatened to become very serious, has been arrested by recent events; and the impending displacement of construction workers has been obviated since the outbreak of war with the building of additional cantonments, ordnance, and munitions facilities. These activities will absorb more than 60,000 construction workers in the next six months; and shortages of these workers may soon become apparent.

Mr. Shaughnessy discussed the displacement in the automobile industry, which - with the exception of the manufacture of trucks - will virtually close down, with a resultant displacement of automobile salesmen and automobile parts workers. However, with the beginning of the agricultural season in June, there should be almost full utilization of the normal labor supply.

## Reports of Executive Officers of Industrial Area Committees

Northern California: Mr. Davis stated that the most urgent problem confronting the Northern California Committee is caused by the displacement of automobile workers in the East Bay Area plants of the General Motors Corporation due to the curtailment of passenger car production. In the absence of war contracts these plants will be completely shut down about February 1, but it is probable that the demand for labor will absorb the displaced workers.

He mentioned the active part the Employment Service is playing in the referral of displaced workers to other employment, or to training in vocational schools for placement in war industries.

Mr. Davis said that the Ford Company laid off 250 men pending the re-tooling of their East Bay Area plant for truck and jeep assembly; of that number 94 have been re-hired and the balance of 156 have been referred by the Employment Service to the Richmond Shipbuilding Company, where they have been employed. The Ford Company has agreed not to recall former employees who are now engaged in shipyard work, and that such workers will retain their seniority.

Information developed by the Employment Service as to the effect of priority rulings on various plants is submitted to the Division of Contract Distribution for further survey and recommendation; and the information is also submitted to the Army and Navy representatives on the area committee for investigation as to the possibility of securing war contracts for the plants.

Mr. Davis mentioned the press release to be published in Northern California papers on Sunday, January 11, outlining the conditions under which aliens may be employed in war work.

Mr. Bates read the press release to the Committee (see attachment), stating that the need for such a statement had grown out of numerous reports that employers were discriminating against aliens and even against citizens having "foreign sounding" names. Mr. Bates said he had prepared the statement and cleared it through Washington, D. C. before releasing it to the newspapers; therefore, it could be considered an official statement of national policy with regard to the employment of aliens in war industries. The statement is to be released to the newspapers by the Chairmen of the respective Industrial Area Labor Supply Committees.

Mr. Davis reported that the local branch of General Motors had received orders from their headquarters instructing them to discharge all enemy aliens immediately. He cited the case of the discharge of an alien who had worked for the company 18 years and who would have been eligible for citizenship within two months after the time of his dismissal.

Washington: General Winsor reported that there was a displacement of 1000 longshoremen in Oregon and 2,000 in Washington due to the lack of demand for such labor. He pointed out that the reemployment of such workers is somewhat difficult due to the fact that they are CIO members, while 85% of the Northwest is organized under the A. F. of L.

The question of absences is receiving consideration in the Northwest. In one large shipbuilding company as many as 500 absences per day of a total of 5,000 workers has been reported, due to illness, accidents, subterfuge, et cetera.

General Winsor mentioned the problem of stabilization of wages in Alaska where a differential exists between the wages of Government and contractors' employees; there is also a considerable variation in living costs in different localities. The Industrial Area Committee has appointed

(See reverse side)

a sub-committee, of which Mr. Ross is a member, to investigate this problem and a report is expected shortly.

General Winsor pointed out that the Division of Contract Distribution has not yet appointed a representative in the State of Washington to serve on the area committee.

A survey is now being made in Washington with respect to the farm labor program and a special report will be submitted later. General Winsor said the farm labor question might become serious in some localities in the Northwest.

He said the question of the employment of women is becoming increasingly important and that the matter is likely to develop into a problem requiring Region-wide planning as to the number and types of women to be admitted into industry. In the State of Washington the labor element is not responsive to the employment of women, as there are still many unemployed men; however, many of them are unskilled workers. He expressed the belief that the question of the employment of women will probably take care of itself, as many women can be utilized in posts, such as the operation of elevators, et cetera, left vacant by the induction of men into the armed forces. The vocational schools in Washington are training small numbers of women to ascertain their suitability for employment in the aviation industry.

General Winsor mentioned the liberal agreement reached with labor in shipyards and labor at Boeing Aircraft Company, similar to the agreement developed in Northern California, which promises to be very helpful in upgrading and developing conditions for the logical flow of labor, beginning at the lower grades. The decision as to the ability developed by each individual is left to the discretion of the foremen, the shop committees, and the inspectors.

Mr. Ross brought up the question of Army force account labor in Alaska. These workers, although they are Government employees, are "excepted employees" and are not included under Social Security protection and are not eligible for benefits under the Retirement Act. He said that 2,000 skilled workers would be needed in Alaska immediately and that a serious shortage of construction workers is expected within the next three months.

Mr. Smith at this point said that the question of wage scales has been referred to the Washington Industrial Area Committee for consideration.

Oregon: Mr. Carroll reported that the labor supply situation in Oregon follows very closely the pattern outlined by General Winsor concerning Washington.

Southern California: Mr. Harnish reported that the area committee has been very active in Southern California, meeting at least once a week. He said there are 32,000 unemployed men in the Los Angeles area, ranging from longshoremen to stock workers and including the categories of rubber, furniture , automobile manufacturing, and power sewing machine operators.

The Employment Service makes a survey of any company faced with curtailment of production caused by priorities, working in cooperation with the Division of Contract Distribution, and follows up the revealed problems very closely. The Employment Service and Area Committee members have adopted the practice of taking employers to plants where displacement is expected, to view the operations and to determine how the employees will fit into new jobs. Industry has not been able to train sufficient supervisory and lead men, but an in-training and upgrading program is being conducted to provide this essential personnel.

Mr. Harnish presented to the Committee two questions for discussion and clarification:

1. He inquired about the control of jobs by the U. S. Employment Service with respect to a clarification of lines of authority and a determination of policy for the personnel section. He stated that many companies are maintaining excessive physical requirements, refusing employment to many suitable workers with long work experience. He recommended to the Committee that the present strict physical requirements be relaxed.

2. He mentioned the practice of the War Department in recruiting men direct, citing the recent case of the Chemical Warfare Department's advertising for 250 men to apply direct to that Service for employment. He stated that, as the Employment Services have the unemployed workers available to fill such jobs, it should be their function to handle job placement.

Mr. Bryant arranged to take these two questions up with the respective Executive Officers of the area committees in a conference scheduled to follow the Regional Committee meeting.

Mr. Hasty mentioned that many automobile salesmen are competent mechanics or have an excellent working knowledge of mechanical equipment, and that such displaced salesmen should be investigated to discover hidden skills, thereby expediting their reemployment in war industries.

## Selective Service Plans and Increased Army and Navy Participation in Labor Supply Problems

Colonel Harshman pointed out that the advent of war has increased the importance and the complexity of labor supply problems. The two tasks of meeting the production quotas set by President Roosevelt and raising an army at the same time are of equal importance, as they are both equally vital to the war program; a failure in either direction would mean that our cause is lost.

He stated that every ablebodied man must expect to bear arms before victory is achieved; consequently, industries must plan in the long run to replace men suitable for military service with men not subject to service, and with women. The replacement of men subject to military service now employed in war industries will be conducted gradually so as not to reduce production.

(See reverse)

Colonel Harshman said that Selective Service regulations are being revised on account of the war. It is not known at present just what the rules will be on dependency deferments. As soon as possible, industries will be informed of the new dependency regulations so they will be able to determine which of their present employees they must ultimately replace. Every effort should be made to avoid training, placing or upgrading men who will soon be required to enter military service; and persons not subject to military service should receive such training whenever possible. Men now deferred for physical reasons will be re-examined and no doubt many of them will be reclassified as I-A. Those who may remain as I-B may be called as I-B men, and only those who remain in IV-F are reasonably sure of not being called.

Colonel Harshman said he had been instructed by his superiors to devote his time to labor supply matters and that he was at all times available for any activity in connection with those problems.

Commander Laird advised impressing upon management, labor and various sections of the training program that existing requirements must be relaxed in order to replace the manpower to be diverted to the Army. He said that replacement planning and training must be insisted upon and speeded up. He referred to the fact that the outbreak of war made it immediately necessary for the Army and Navy representatives to deal closely and constantly with labor supply matters, although the participation of the Navy will not be as extensive as that of the Army.

Mr. Davis at this point asked what policy would be observed by the four State agencies with respect to assigning trainees who may be called for duty; and Mr. Carroll said that Colonel Nelson, on the Washington area committee, had worked out a successful plan involving the use of a form to be distributed to all those interested in labor supply problems - schools, NYA, CCC, et cetera - to be completed and returned to Selective Service headquarters. From that list a determination is made as to which trainees should be accepted. Mr. Bryant stated that the same plan would probably be adopted by the other area committees.

In answer to a question by Mr. Logue concerning long-range apprentices who still have two or three years of training to complete, Colonel Harshman said that deferment would depend on whether such training is of a type essential to the war program; that if the apprenticeship is soon to be completed there is a good chance for deferment, but deferment is not probable if several years of training remain to be completed. Individual cases of deferment are the responsibility of the individual draft boards; national policy is laid down by National Headquarters and, upon request of local boards, occupational advisers furnish them with information as to shortages in specific occupations and the importance of certain employers to the war effort.

In reply to a question by Mr. Frischknecht, Commander Laird said that a student who has completed three years of college can be enlisted in the Naval Reserve and allowed to graduate with the understanding that he will enter active service under a commission at the end of his training.

In answer to a question by Mr. Bates, Colonel Harshman said a definite program exists for the rehabilitation of those who cannot pass a physical examination; such plans were under way before war was declared, and a fund was set up for this purpose, but the declaration of war has apparently interfered with the actual operation of the program.

Mr. Smith brought up the question of a recent case where a prime contractor subcontracted work to a concern whose employees were on strike. There was general agreement that no subcontract should be let under such conditions and that the Division of Contract Distribution should adopt the practice of checking to see that such a contingency does not arise in the future.

Mr. Smith then asked what pressure could be brought to bear upon the owner of a plant refusing to take a prime or sub-contract, the plant closing down because of a curtailment of production. He stated that a few cases of this kind had been developing. Colonel Harshman predicted that such plant owners would doubtless lose their machinery and equipment to war needs, if at all adaptable. Mr. Smith said the Chevrolet plant seemed to fall into this category; and Colonel Harshman replied that an investigation is already under way to discover whether this plant could be used for the manufacture of gun carriages or other ordnance materiel; and that probably this particular question will be solved as a part of the larger problem of the automobile industry as a whole, which is now receiving expert attention in Washington, D. C.

Mr. Ross stated that in connection with such cases in Alaska, the Government is taking over the equipment in question when the initial request for its use is denied.

Luncheon: 12:15 to 1:30

## Employment of Women in Defense Industries

Mr. Huxley outlined the present status of the question of utilizing women in war industries, stating that the problem is becoming particularly evident in Southern California. He referred to the 32,000 unemployed men in that area and the fact that it will be two or three months before the available supply of male labor is exhausted - the same situation being true for the State of Washington - but he expressed the belief that we should look beyond the group of displaced male workers and plan for ultimate employment of women in preparation for handling the problem when it occurs.

Mr. Huxley pointed out the two barriers in California against the employment of women. First, the eight-hour per day restriction presents a difficulty in view of the probable need for two ten-hour shifts. He said that supervisory personnel in war industries should be built up, and described the action of the Southern California area committee in proposing to the Governor of California an amendment to be taken up with the Legislature (See attachment). The restriction could be lifted for the duration only, or it could be lifted in cases where the Employment Service certifies that the supply of male labor is exhausted in the affected area.

He brought out that labor is reluctant to lose any gain in the way of regulations affecting working hours, as they fear exploitation on the part of selfish interests.

The second barrier mentioned by Mr. Huxley in connection with the employment of women, is that women must be paid time and a half between the hours of 11:00 PM and 6:00 AM, in accordance with a manufacturing code issued by the Industrial Welfare Commission, which restriction militates against the employment of women in industry. Steps are being taken by the Southern California area committee to effect the removal of this restriction. So far, the training of women has not been extensive in the Southern California area.

In reply to a question by General Winsor, Mr. Huxley explained that the respective State directors of the Employment Service would have to make the certification to the other State agencies. As a matter of practical operation, the lifting of the two restrictions would be discussed by the labor supply committees whenever possible.

Mr. Huxley mentioned the present difficulty in San Diego, which area has no available qualified male labor to fill the employment openings created by the greatly expanded hiring program of Consolidated Aircraft Company, which is adding 1,500 men per week with an even greater hiring rate anticipated in the near future. He questioned the advisability of hiring men from adjacent areas, in view of the likelihood that such unemployed workers will soon be employed in their home areas, adding that the problem can be met to a great extent by the employment of local women. Under the present restrictions, the employers are unwilling to employ women, even though both the State Labor Commissioner and the State Labor Chief have stated they will not prosecute violations of the existing statutes in question, as the employers hesitate to accept such assurance from two individuals.

Mr. Huxley expressed the belief that labor would approve the type of restriction with modifications, but would not approve legislation which would allow exploitation on the part of selfish interests. In California, the question of the employment of women will probably have to await legislative or executive action before women are hired on an extensive scale.

## Labor Supply in Connection with the Food-for-Freedom Program

Dr. Fuller outlined the comprehensive program of the Department to increase the output of certain essential food products, particularly animal proteins: milk, poultry products, hogs and beef. No expansion is planned for cotton, tobacco and wheat. Livestock cannot be expanded rapidly due to the need for safeguarding breeding stock, but production will be pushed to the limit of our present capacity without sacrificing breeding stock.

Rapid expansion is planned for vegetable crops. The Department of

Agriculture is now calling for a pack of 40,000,000 cases of tomatoes, representing a 25% increase over previous production and involving a proportionate increase in acreage. A large increase in canning peas and beans is also planned. The demand for farm labor is not expected to exceed the requirement for the increased output; and the curtailment of cotton, tobacco and wheat production will probably release farm labor for use in the expanded farm activities, although the need for some additional labor is expected in processing activities.

Dr. Fuller brought out the fact that the principal expansion in farm labor requirements will be about 100,000,000 man days in connection with seasonal labor in growing, harvesting and processing crops.

He stated that during the last 10 years agriculture enjoyed an almost unlimited labor supply and thus had to pay very little attention to the economical employment of labor. There has been very little necessity for farmers to cooperate with each other or with the Employment Service; also, the farmers have developed some rather inefficient methods. Agriculture has now lost to war and other industries about one-third of the labor that was available from 1935 to 1939, and more than one-third of that available last year. There is a tendency on the part of the farmers to resist attempts to rationalize their employment practices. The recourse will be to demand relaxation of normal restrictions on importation of labor from Mexico, and whole requests for the closing of schools. Dr. Fuller added that the Employment Service, in collaboration with the Department of Agriculture, is developing comprehensive plans for better farm labor management.

In answer to a question by Mr. Harnish, Dr. Fuller stated that the production of fruits and nuts would be maintained on the present basis.

Mr. Cooter outlined the 1942 need for an 8% to 10% increase in our total agricultural production for Lend-Lease use, which additional output, added to our normal production, will call for increased farm labor. Women and children can handle the principal maintenance of home gardens, although some participation on the part of men will also be required.

There are no large reserves of farm labor to be drawn upon; consequently, each area will have to depend largely on local labor for harvest needs. It may be necessary to ask local employers of non-defense operations to release workers temporarily during peak agricultural labor requirements in order that no essential crops, particularly those needed by the Army, will be lost. There will be an urgent demand for greater use of women and minors to help in agriculture. New sources of available labor must be utilized. It is expected that an appeal will be issued to employed people to apply their vacation time to crop harvests. Migratory workers, housed ordinarily in FSA camps, will be routed by the Employment Service in such a manner as to use most economically this labor resource. It will be possible to use the patriotic appeal to induce many people to help in the Food for Freedom harvest this year. It is expected that this appeal will make more dependable workers out of groups such as YMCA boys' camps which formerly were of questionable value in many instances due to the vacation and play atmosphere which prevailed rather than a serious desire to get work done.

In continuing, Mr. Cooter outlined the Farm Placement Division which has been established under the U. S. Employment Service to handle farm labor problems. In answer to a question by Mr. Shaughnessy in connection with priorities affecting farm equipment, Mr. Cooter explained that an order has been issued covering the purchase of farm equipment. He stated that the purchase of new equipment depends on the nature of the supplies required; that steel equipment will be more difficult to obtain, although provision is made for producing 150% of the amount of repair parts for farm machinery, based on last year's production.

Mr. Barker mentioned the trend toward the use of glass containers for canned products in view of the priorities on tin; that they are apparently proving very satisfactory except that in some processes the use of glass is obviated by the necessity for using high canning pressure.

General Discussion:

In reply to an inquiry by Mr. Ross regarding statistics on available labor, Mr. Shaughnessy replied that the Bureau of Employment Security maintains complete records.

Mr. Huxley brought up the question of housing facilities in the vicinity of defense projects, citing the case of Lompoc where a large expansion is planned but no adequate housing facilities are available. He mentioned that the high cost of living at work projects presents a serious problem.

In reply to Mr. Ross' reference to the need for 2,000 construction workers in Alaska, Mr. Harnish suggested that the order be cleared through Southern California to reach the displaced construction workers in that area.

Mr. Cooter asked whether the personnel of conscientious objector camps could be utilized for agriculture, to which Colonel Harshman replied that he would investigate the possibility of obtaining such labor, and the methods necessary to effect such recruitment.

Mr. Hazlewood mentioned the serious shortage of qualified stenographers for appointment in Washington, D. C., and said the Civil Service Commission is unable to fill available positions. Mr. Harnish suggested the use of an interviewing or re-interviewing program, as there is now a shortage of stenographers listed with the Employment Service.

THE MEETING ADJOURNED AT 3:00 PM.

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COPY

452 Roosevelt Building
Los Angeles, California
December 23, 1941

The Honorable Culbert L. Olson
Governor of California
State Building
Los Angeles, California

Sir:

There is attached a copy of a resolution of the Southern California Industrial Area Labor Supply Committee of the Office of Production Management, addressed to the State Industrial Welfare Commission on the subject of the removal of restrictions placed by the Commission on the employment of women in industry.

In making the recommendation, the Committee, which consists of representatives of both labor groups, management, Office of Production Management and the Army and Navy, was in full sympathy with the purpose of the restrictive rulings under normal conditions. However, the action was taken in recognition of an emergency situation in the production of certain vitally essential war articles, particularly aircraft.

The Industrial Welfare Commission met on December 19 in San Francisco and took no action which would make possible the employment of women on the same basis as men, with the result that some firms are unwilling to employ larger numbers of women even where the available supply of reasonably qualified male labor is exhausted. Importation of male labor to meet production schedules in such instances will add to the housing problem and contribute to post-war reconstruction difficulties.

Thank you for your consideration of this question. If you wish, we will be pleased to submit to you all information we have on the subject.

Respectfully,

H. D. Huxley,
Executive Officer,
Southern California Industrial Area
Labor Supply Committee

(See reverse side)

COPY

452 Roosevelt Building
727 West Seventh Street
Los Angeles, California

December 18, 1941

Industrial Welfare Commission
215 West Fifth Street
Los Angeles, California

Attention: John C. Packard, Chairman

Gentlemen:

With full recognition that war industries will soon find it necessary to employ larger numbers of women in productive processes and that it is planned to exhaust the present supply of available qualified male labor in the area before adding materially to the force of women employees, the Southern California Industrial Area Labor Supply Committee at a special meeting December 17 unanimously adopted the following recommendation to your Commission:

"When it is certified to the Industrial Welfare Commission by the California Department of Employment that reasonably qualified men are not locally available in any industry, business, employment, agricultural pursuit, governmental service, or any other service or endeavor, the maintenance of which is essential to the national health, safety, or interest in the sense that a serious interruption or delay in such activity is likely to impede the war program, the Southern California Industrial Area Labor Supply Committee recommends that the Industrial Welfare Commission take necessary action to provide for the employment of women on the same wage and hour basis as applies to men, if it is within the Commission's power to do so under the existing law.

"If the Commission does not have such power at the present time to take such action, the Southern California Industrial Area Labor Supply Committee recommends that the Commission request the State Legislature to amend the existing law so as to authorize the Commission to take such action for the duration of the emergency."

Yours very truly,

H. D. Huxley,
Executive Officer,
Southern California Industrial Area
Labor Supply Committee

Proposed Amendment to section 1352, Labor Code:

"nor shall the provisions of this article apply to females employed in any county of this State by any employer, either contractor or subcontractor, producing materiel, supplies or equipment for the armed forces of the United States of America for the duration of the war, when the United States Employment Service certifies to the Division of Labor Statistics and Law Enforcement that sufficient reasonably or potentially qualified men are not available for such employment in said county."

42-5

NORTHERN CALIFORNIA INDUSTRIAL AREA COMMITTEE
903 HUMBOLDT BANK BUILDING
785 MARKET STREET
SAN FRANCISCO, CALIFORNIA.

Release to Sunday Newspapers
And Wire Services in
San Francisco, Jan. 11, 1942.

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(George W. Davis, Asst. Labor
Supply Officer, DOuglas 4894.)

REMEMBER PEARL HARBOR!

## PREJUDICE AGAINST ALIENS HAMPERS LABOR SUPPLY FOR COAST'S WAR INDUSTRIES

SAN FRANCISCO, Jan. 10 -- In a declaration that "the axis powers must be beaten in the game of production" the labor supply committee of the Northern California and Nevada industrial area, composed of representatives of labor, industry, and federal government departments, has charged that many employers with war contracts let prejudice against hiring aliens slow down their operations.

The committee operates under the Office of Production Management in Washington and is the official war agency in dealing with all labor supply problems. Through its chairman, Alexander R. Heron, industrial relations director of the Crown Zellerbach Corp., the committee said:

"Prejudice against hiring aliens at a time when the nation needs every possible ounce of production has become so serious that President Roosevelt and Attorney General Biddle have sharply criticized the practice in recent official statements. The president declared that this practice 'plays into the hands of the enemies of American democracy.'

"This committee is seriously disturbed by reports which have come to us with respect to the firing of aliens and even of loyal and patriotic American citizens who are regarded as having 'foreign names,' whatever that may mean in a country which has drawn its people from all parts of the world.

"Along this Pacific warfront, where billions of dollars of war contracts await completion, there is no place for prejudice against hiring aliens or any racial or foreign group who can be put to work in our war industries.

"Employment of aliens in war industries is not prohibited as many employers seem to think. The only restriction is that in the case of secret, confidential or restricted government contracts and in the case of contracts for aircraft parts or accessories, aliens may be employed only with the consent of the head of the federal department concerned. The necessity for this is obvious.

"Companies working with confidential plans and specifications can provide the protection which national safety demands without invoking an absolute ban against hiring aliens in departments not having access to confidential information.

"War production requires a tremendous variety of supplies and equipment in addition to the machinery of actual warfare. From messkits to bombers there are many articles whose production does not involve confidential plans or specifications.. This is also true of many subcontractors engaged in producing small parts or accessories. To impose unnecessary restrictions in these instances is to create a labor supply problem and restrict production.

"The axis powers must be beaten in the game of production! We therefore urge all employers in the Northern California and Nevada industrial area working on war orders to abandon all restrictions against aliens not demanded by the government in the protection of confidential information."

Copies of the committee's statement have been mailed to chambers of commerce, employers and labor organizations.

In addition to Chairman Heron the committee includes Walter Haas, president of Levi Strauss and Co., and Harrison Robinson, vice president of Marchant Calculating Machine Co., as industry representatives.

Labor is represented on the committee by Lee R. Smith, regional labor representative of OEM; George Adams, national representative of the CIO steel workers organizing committee, and Al Wynn, secretary of the AFL Bay area metal trades council.

Government representatives on the committee include Lt. Col. C. C. Harshman, regional liaison officer, USA; Commander G. H. Laird, civilian personnel officer, USN; Harry T. Kranz, district manager of the U. S. civil service commission; R. G. Wadsworth, U. S. employment service director for California; B. F. Donovan, acting USES director for Nevada; George W. Davis, assistant labor supply officer; and two representatives of the OPM: Andrew K. Kerr, district manager of priorities field service, and Col. Frank M. Smith, manager of the division of contract distribution.

Headquarters of the Northern California Industrial Area Committee are at 903 Humboldt Bank Bldg., 785 Market Street, San Francisco. The area included under the committee covers 48 counties of Northern California and all of Nevada with the exception of Clark County.

--30--

Miss Anderson

XII
Washington Area
No. 7 - 4/16/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Seventh Labor Supply Committee Meeting
### Seattle - April 16, 1942

## LABOR RECRUITMENT

### Farm Labor Situation

Mr. Hardy, Director USES for Washington, stated that a skeleton organization has been set up throughout 26 counties in Eastern Washington, with fine community cooperation. There will be state-wide registration of high school youth, beginning May 1. The Department of Agriculture in Portland has stated that there will be 9 migrant and 3 permanent camps assigned to Washington. A committee will meet with the Farm Coordinator in the near future to establish with railroads a rate from Chicago for transportation of farm laborers who will not, as in the past, be allowed to ride trains. Possibly, school buses may be used for transportation.

### Labor Shortages in the Lumber Industry

It was reported that lumber firms are doing 70% to 100% war work and have a labor turnover of 30% to 40% per month. Solution of the problem, it is believed, must be based on better wage structures and better working conditions. The shutdowns because of log shortage make retention of workers difficult and overtime payments are not permitted. It was suggested that the matter be referred to the Regional LSC as no solution can be reached at the local level; the problem is coast-wide. A motion to bring this before the Regional Committee was passed.

### Recruitment for Shipbuilding and Aluminum Industries

A motion was approved that factual information be prepared and furnished to interested parties in regard to the stabilization of labor with the suggestion that some means be effected to control it through a labor agreement. Commander Roos, U.S.N.R., expressed the opinion that all shipyard workers should be registered through the USES and if they had to clear through some particular agency, then labor could control it.

The Executive Officer introduced a complaint from the Vancouver, Washington, plant of the Aluminum Corporation of America, whose labor is migrating into the Vancouver yard of the Kaiser Corporation. Further investigation was promised and report will be made at the next meeting.

### Shortage of Molders

Reference was made to the situation regarding the shortage of molders brought to the attention of the Committee some time ago. Mention was made of 42 letters of application for employment of molders and coremakers; each letter

## LABOR RECRUITMENT - Continued

### Shortage of Molders - Continued

indicating from 1 to 3 or 4 men available in each area where the application originated. In most instances, the men would require an advance of transportation, to be deducted from weekly paychecks. A considerable number of men are available and willing to come to Seattle if transportation is provided.

## DEFENSE TRAINING

### Evaluation of Defense Work in the State of Washington

Commander Roos reported for the Committee on the review and evaluation of defense work in the State of Washington. The Committee held meetings with NYA, State Vocational Directors, the ES, Shipyard Training Directors, Personnel men, and labor. (Copy of report attached to Minutes.) The report was discussed in detail.

A motion was approved for a definite system of paying trainees throughout the entire defense training program to be established, and that the matter be set before the Regional LSC.

The possible shortage of instructors as a result of expanding the training facilities was discussed. The USES was requested to report the estimated future needs and high school facilities available so that the Area Committee may work on a solution of the problem. Need for training courses for building construction occupations was discussed. A need for coordinators for each craft was discussed and a motion approved that a committee be appointed to recommend procedure to establish the desired coordination. It was stressed that union leadership should extend every cooperation and it was cited that only two labor organizations do not give preference to trainees. It was pointed out that training programs should be stabilized so there will not be an oversupply of any particular classification. General Winsor declared all facilities which the Government has should be used.

## COMMUNITY PROBLEMS

### Transportation and Housing

Colonel Nelson gave a report on the activities of the Transportation and Housing Committee. (Statement attached to Minutes.) The Committee will continue its work until it finally arrives at an exact picture and can make definite recommendations. The report will be in book form and include charts.

## EMPLOYMENT OF WOMEN

### Employment Possibilities for Women in War Industries

Mr. Hardy, Chairman of the subcommittee, presented a continuing report. (Copy attached to the Minutes.)

The Chairman summarized the discussion and recommended that further study was necessary to ascertain where women can work to best advantage, the classifications, and the number required.

With specific reference to Boeing Aircraft, it was reported that Boeing has been out of the hiring market for the past 90 days and, no doubt, they do not realize what has happened to the group of prospective trainees that hitherto have been available for them to draw upon. It was the consensus of the LSC that the Advisory Committee be invited to the next meeting of the Industrial Area Committee so that they may be informed that the LSC feels they should elaborate on their training program as far as women are concerned. Mr. Halstead of the State Board for Vocational Education, felt that the Advisory Committee, when informed, would throw training wide open to women.

Field Management Division
United States Employment Service
May 6, 1942

Miss Anderson

XII
Southern California
No. 29 - 4/20/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Twenty-ninth Labor Supply Committee Meeting
Los Angeles - April 20, 1942

## LABOR RECRUITMENT

### Agriculture

The Executive Officer stressed that this season full cooperation must be secured from WPA in recruiting farm labor. A survey of that agency's files is being made and WPA will begin to refer farm workers to the USES immediately to fill agricultural clearance orders now on hand.

### Central Aircraft Office Meeting, April 15, 1942 (Advertising)

A meeting of representatives of interested Governmental agencies, the USES, and aircraft companies, as well as other related companies using the hiring facilities of the Central Aircraft Office, and members of the LSC, was held for the general discussion of operations of the Office.

It was brought out that the supply of skilled and semi-skilled workers in practically all occupations is dwindling. Considerable difficulty is being experienced in recruiting workers. Problems incident to the employment of women were discussed.

Pirating of war production workers was also reviewed. Col. Battley, OUSW, was requested to do whatever may be possible to have a statement of policy issued from the WPB to all defense employers to prevent the practice.

Advertising: Several aircraft companies from the group hiring through the Central Aircraft Office often insert separate advertisements in local papers, on the same day, for workers of identical occupations. When an applicant, arriving at the Central Aircraft Office, states he is there in response to the ad of a specific company, he is, perforce, referred to that company's hiring unit. This creates a situation which makes the other companies feel that in order to procure their share of skilled workers, they must also advertise. The LSC discussed the matter and it was suggested that perhaps the USES should insert one advertisement in behalf of all companies. Mr. Roeth, USES, stated that the California USES has no funds for such purpose at this time. It was the consensus of the Committee that the USES should be granted funds for the adequate conduct of its business and this situation should be checked into. A motion was carried that the Committee shall request the USES to work out with aircraft companies a method of centralizing their advertising for workers.

ILB

## LABOR RECRUITMENT - Continued

### Tentative Plan for Recruitment of Labor for Shipyards

Mr. Harnish, Executive Officer, stated that he had contacted the California Shipbuilding and the Los Angeles Shipbuilding and Drydock Companies, also the Western Pipe and Steel Company, regarding the tentative plan for recruitment and placement of personnel for the shipbuilding industry. The management of these companies is very anxious for the USES to place the program into effect, and full cooperation with the ES is assured. The Los Angeles Shipbuilding and Drydock Company contemplates setting up a personnel office outside of its plant. It is delaying such action, as it much prefers to use the facilities of the USES.

### Youth Inventory

An elaborate youth guidance program by which 16, 17 and 18-year old city high school boys will be interviewed to determine what part they are best suited to play in the nation's war effort--the armed services or in industry--was announced this week by the superintendent of schools. This youth inventory has been initiated by the city schools in cooperation with officers of the armed forces and civic and club groups to ascertain the interest capacities available for youths not yet required for military service.

## DEFENSE TRAINING

### Private Schools - Industrial Vocational Training

Four members of the LSC attended a meeting of the Los Angeles Chamber of Commerce Aviation Training Committee, which was called to discuss some type of regulatory legislation or ordinance to establish standards and ethics of fee-charging, private industrial vocation schools. The unethical practices of some private schools in this area are such that corrective steps must be taken. A subcommittee has been appointed to develop some type of ordinance of legislation that will solve the problem.

The State Defense Council, through means available to it, has agreed to give publicity to the effect that prospective enrollees in private training schools should first contact the USES to ascertain employment possibilities.

## DISRUPTIVE RECRUITING PRACTICES

### Job-selling by Employers, Private Schools, and Union Representatives

At a meeting of the Los Angeles Chamber of Commerce Aviation Training Committee, held April 16, the troublesome problem of job-selling was discussed.

## DISRUPTIVE RECRUITING PRACTICES - Continued

### Job-selling by Employers, Private Schools, and Union Representatives - Continued

The District Attorney reviewed innumerable complaints which his office has investigated. He stated that amendments could be made to present laws which would effect felony complaints against those indulging in such practices. His office will give the matter immediate attention and advise the Chamber of Commerce as to his recommendations, at an early date.

## CONTRACT DISTRIBUTION . . . Small Manufacturers

On April 14, Mr. E. G. Laughlin, WPB, spoke to a group of Los Angeles manufacturers, explaining how governmental agencies are cooperating with small manufacturers, and the organization of facilities groups, whereby tools and machinery can be combined in the war effort to increase production. Seven pooling groups have already been organized and approved in the Los Angeles area and 15 others are in process of organization, combining a total of approximately 700 small manufacturers.

## COMMUNITY PROBLEMS

### Housing and Transportation-Wilmington

The National Housing Agency, which has already allotted funds for 2,000 dormitory units in Wilmington for the 30,000 California Shipbuilding Corporation employees who may be grounded for lack of tires, sought Congressional funds for 3,500 more family units.

Conferences were held before the State Railroad Commission by members of the Commission, its statistician, railroad, shipbuilding, and Army and Navy officials to study the possibility of operation of a steam passenger line to the harbor district for the shipbuilders.

### Transportation and Housing-Los Angeles

Comdr. Berry read a letter from the Commandant's Office, Naval Operating Base, San Pedro, referring to the housing and transportation problem of war industry workers in the Los Angeles Harbor area. (Excerpts contained in Minutes.)

Recommendations made by the Naval Committee making the survey referred to, were as follows:

1. Shift-Change Hours
2. Transportation Facilities; namely, private cars, expand facilities of Pacific Electric Railroad to its maximum, expand San Pedro-Terminal Island Ferry, expand present water taxi ferry services from Wilmington and Long Beach, expand present bus service on Terminal Island, provide feeder bus lines to transport employees to and from transportation systems, widen restricted portions of present Terminal Island road network.

## COMMUNITY PROBLEMS - Continued

### Transportation and Housing-Los Angeles - Continued

Housing: Building barracks within working distance of the ferries on the mainland or on Terminal Island for all employees living outside of practical transportation range.

An additional survey should be made for the major employers on the mainland in the Long Beach-Wilmington-San Pedro area. In the opinion of the Committee, the following named agencies are interested parties and should be informed and furnished copies of this report:

War Production Board
Bureau of Ships
Navy Department
Bureau of Yards and Docks
Navy Department
Maritime Commission
California State Railroad Commission

Field Management Division
United States Employment Service
May 6, 1942

# TWENTY-NINTH MEETING OF THE SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Los Angeles, California
April 20, 1942

WOMEN'S BUREAU
APR 30 1942
DEPARTMENT OF LABOR

## Members Present

### PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

### MANAGEMENT

Frank Barnhill, Charles R. Hadley Company
Garner A. Beckett, Riverside Cement Company

### LABOR

John Despol Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL

### LIAISON OFFICER, SOS

Colonel Walter H. Adams, U. S. Army

### U. S. NAVY

Lieutenant Commander A. G. Berry, Jr., USNR

H. R. Harnish, Executive Officer

## Visitors

Charles Fishburn, Training Within Industry Division, WPB
Charles F. B. Roeth, Assistant Director, California Agency, USES

The meeting was called to order by the Chairman, Mr. David T. Babcock, at 5:00 p.m.

APR 28 1942

RLB ✓

## 1. San Diego

Chairman David T. Babcock reported that he spent three days of the previous week conferring with Messrs. Roy M. Brown, Grand Lodge Representative, International Association of Machinists, AFL, Don Wilkerson, Business Agent, International Association of Machinists, Aircraft Local 1125, and Angelo Ursino, also of the International Association of Machinists, concerning methods of promoting greater efficiency in the war production effort. Mr. Babcock also talked over this problem with W. Frank Persons, Director of Industrial Relations, Consolidated Aircraft Company, who has recently been appointed to the staff. As a result of these conferences between labor and management, it is felt that exceptional progress has been made toward alleviating any misunderstandings that might have previously existed. The union representatives demonstrated a sincere desire to take every possible step toward increasing and improving the war production effort.

## 2. Central Aircraft Office Meeting, April 15, 1942

This meeting was attended by Col. Joseph F. Battley, Chief, Manpower and Liaison Branch, Civilian Personnel Division, of the Services of Supply headquarters, Washington, D.C.; by Mr. James G. Bryant, Regional Representative, USES; Mr. R. G. Wadsworth, Director for the California Agency, USES; Mr. W. B. McCarter, Occupational Analysis Section, USES; Mr. Arthur Wood, Area Supervisor, USES, and other members of the Los Angeles USES office; representatives of the aircraft and other related companies using the hiring facilities of the Central Aircraft Office; and Col. Walter H. Adams, Mr. David T. Babcock, and Mr. H. R. Harnish, of the Area Labor Supply Committee.

There was a general discussion of the operations of the Central Aircraft Office, as well as of the problems confronting the aircraft industry as a whole.

It was brought out at this meeting -- confirming increasing evidence in this Area -- that the supply of skilled and semi-skilled workers in practically all occupations is dwindling. Considerable difficulty is being experienced in recruiting workers, whereas during the first few weeks of the operation of this office, applicants who were for the most part well-qualified, voluntarily registered in ample numbers.

Col. Joseph F. Battley asked for a discussion of problems relating to the employment of women, and subsequently requested a report on the number of women now employed, the number enrolled in various pre-employment training classes, and the status of the training within industry program, as it applies to women.

Mr. Harnish stated that the problem of pirating war production workers was discussed with Col. Battley, and on behalf of the Committee the latter was requested, as a representative of the Office of the Under Secretary of War, to do whatever may be possible to have a statement of policy issued from the War Production Board to all defense employers, preventing the practice.

## 3. Advertising - Aircraft

Mr. Harnish said that in recruiting skilled workers, several aircraft companies from the group hiring through the Central Aircraft Office often insert separate advertisements in local papers, on the same day, for workers of identical occupations. When an applicant appears at the Central Aircraft Office and states he is there as a result of reading a specific company's advertisement, he is, perforce, referred to that company's hiring unit. This creates a situation which makes the other companies at the Central Aircraft Office feel that, in order to procure their share of skilled workers--now at a premium--they must also advertise for the particular workers being sought by other companies, since the needs of all the aircraft plants are more or less similar as regards skilled men.

The Committee discussed this matter, and the suggestion was made that perhaps the USES could insert one advertisement in behalf of all the companies at the Central Aircraft Office, whenever skilled workers are sought by this medium. Mr. Roeth stated that the California Agency has no funds for such purpose at this time. It was the expressed opinion of the Committee that the USES should be granted funds for the adequate conduct of its business, and that this situation should be checked into.

A motion was then made and carried to the effect that the Committee shall request the USES to work out with the aircraft companies here a method of centralizing their advertising for workers.

## 4. Private Schools - Industrial Vocational Training

On April 16, Chairman Babcock, Mr. Lloyd Mashburn, Col. Walter H. Adams, and Mr. H. R. Harnish attended a meeting of the Los Angeles Chamber of Commerce Aviation Training Committee, which was called to discuss some type of regulatory legislation or ordinance to establish standards and ethics of fee-charging, private industrial vocation schools. Others in attendance were:

John F. Dockweiler, District Attorney,
Los Angeles County
Shelby Cole, District Attorney's Office
Percy Hammond, District Attorney's Office
R. J. Hadden, Southern California Telephone
Company
J. I. Anderson, Anderson Airplane School
Frank Allen, Civil Aeronautics Administration
H. W. Hartley, American School of Aircraft
Instruments
Bertrand Rhine, Attorney
J. L. McKinley, Aero Industries Tech.
Martin Scott, Insurance

The unethical practices of some private schools in this Area are such that corrective steps must be taken, and former minutes of the Labor Supply Committee will indicate the results of our investigation of a number of typical cases, and our stand on the question. In discussing means of a solution to the problem, those in attendance at the meeting felt that there is no available method at present to correct the situation. A sub-committee has been appointed to develop some type of ordinance or legislation that will solve the problem.

At this meeting there was also discussed the troublesome problem of job-selling on the part of the employers, private schools, and union representatives. District Attorney Dockweiler reviewed the innumerable complaints which his office has investigated. He stated that amendments to present laws could be made which would result in effecting felony complaints against those indulging in such practices. He agreed that his office will give this matter immediate attention, and will advise the Chamber of Commerce committee as to his recommendations, at an early date.

## 5. Agriculture

Mr. H. R. Harnish conferred with Mr. Rex Thompson and Mr. Pat Merrick, of the State Chamber of Commerce, and Mr. Howard Miller, of the Los Angeles Chamber of Commerce, during the week, regarding the agricultural labor problem. Full cooperation and assistance of these groups is assured. In this connection, the individual appointed by the USES to handle agricultural matters in this Area should work closely with the Chamber of Commerce agriculture committees, in order that all efforts will be coordinated. A contact was also made with Mr. Smoyer, chairman of the Los Angeles County Farm Advisory Committee.

The Labor Supply Committee is greatly concerned with the matter of providing an adequate supply of agricultural labor, where and as required, and its previous recommendations as to assignment by the USES of a man to work with the Committee in making a survey of the agricultural needs of the Area and in making recommendations for better servicing the requirements of this industry, were reviewed for the information of Mr. Roeth. Mr. Roeth expressed agreement that if such an individual is assigned to this Area, an exchange, through him, of agricultural problems and their possible solution between the USES here and our Committee, would be extremely effective.

The Executive Officer stated that during this season full cooperation must be secured from WPA in recruiting farm labor. Mr. McClendon, of the WPA, is making a survey of that agency's files in this Area for farm workers, and as a result WPA will begin to refer such workers to the USES immediately, to fill agricultural clearance orders now on hand.

## 6. Housing and Transportation

Commander A. G. Berry, Jr., read a letter received from the Commandant's Office, Naval Operating Base, San Pedro, sent in response to this Committee's inquiry as to possible recommendations concerning the housing and transportation problem in the Los Angeles Harbor area, with particular reference to war industry workers.

As a result of a survey made of these problems, with specific reference to defense workers of Terminal Island, the letter states in part as follows:

> ". . . . The most effective way to accomplish a solution to the transportation problem would be to appoint some one Federal official as the coordinator for bringing together all of the elements involved, such as the Union Pacific, Pacific Electric, and bus interests, and clothe that individual with the necessary authority to execute any plan that might be adopted . . . . placing at the disposal of such person sufficient Federal funds to enable him to carry through the changes that will be necessary. . . . The committee went into the matter quite extensively, and have made certain recommendations. We have now reached the point where we wish to carry these recommendations into execution, and I cannot see how it might be accomplished unless the government puts up sufficient money to do it with, and appoints a Federal coordinator to do it. A copy of the survey report has been sent to Col. Kelton, District Army Engineer, Los Angeles."

The recommendations made by the Naval Committee making the survey referred to above, are quoted below:

"RECOMMENDATIONS:

"1. Shift-Change Hours:

Continue staggered shifts as at present. It is considered impracticable to stagger the employees of any one shift at any one plant for the reason that the workers are dependent upon one another.

"2. Transportation Facilities:

Continue the use of private cars as long as practicable. For additional security these cars should be provided with windshield stickers to permit them to enter the island without delay. Cars without stickers should be required to pull clear of the road and be investigated. Unless road is kept clear and legitimate traffic kept moving, this plan will be highly unsatisfactory. As an alternate, parking spaces may be located on the mainland and a bus system take all employees from the parking areas to their work and back. These carriers could be like those used at the San Francisco Exposition but should be capable of cruising at 30 m.p.h. This sytem would permit check of individuals before boarding trains.

Expand the facilities of the Pacific Electric Railroad to its maximum which it is understood will care for 8,000 passengers per hour from Los Angeles area.

Institute passenger service to care for change of shifts on the Union Pacific, Southern Pacific, and Santa Fe railroads. It is the committee's opinion that this could be done without delay of freight. It is probable that the government would have to finance the providing of terminal facilities and rolling stock.

Expand the San Pedro - Terminal Island Ferry to care for peak loads and to provide additional ferry service to a slip near the California Shipbuilding plant for their employees.

Expand the present water taxi ferry services from Wilmington and Long Beach

Expand the present bus service on Terminal Island to facilitate traffic on the island.

Provide feeder bus lines as necessary to get employees to and from the main transportation systems.

Widen the restricted portions of the present Terminal Island road network.

"3. Housing:

Build barracks within walking distance of the ferries on the mainland or on Terminal Island for use of all employees living outside the practical transportation range. The married personnel could live in barracks during the week and go home on their day off.

"4. Additional Survey:

A similar survey should be made for the major employers on the mainland in the Long Beach-Wilmington-San Pedro area. The transportation problem of Terminal Island is so closely related to that of the immediate mainland that the whole forms one problem as far as housing and railroad systems and feeder bus lines are concerned.

"5. Interested Parties:

In the opinion of the committee, the following are interested parties and should be informed. Sufficient copies of this report are transmitted for this purpose.

War Production Board
Bureau of Ships, Navy Department
Bureau of Yards and Docks, Navy Department
Maritime Commission
California State Railroad Commission"

7. Report of John Despol

Mr. Despol attended a meeting of the State Defense Council during the week, at which he discussed the matter of unethical practices of private schools, as regard training for employment in war industries. Mr. Despol requested that through means available to the Council, publicity be given to the effect that prospective enrollees in private training schools should first contact the USES to ascertain what are the employment possibilities.

Two resolutions were passed by the State Defense Council, as reported by Mr. Despol: namely, (1) a "manpower resolution", very similar to the plan which subsequently was announced in Washington; (2) a resolution stressing the policy of the Council to the effect that there should be no discrimination against employment of members of the minority groups.

## 8. Evaluation of Pre-Employment Training Classes

A meeting of the sub-committee studying this phase of the war effort was held at the Labor Supply office during the afternoon on April 20.

## 9. Statement by Mr. Charles F.B.Roeth

Mr. Roeth said he appreciated the opportunity of meeting with the Committee. He stated that there is a definite tightening of the labor market in California, and that it seems to be more noticeable in other parts of the state than in the Southern area. There may be some alleviation from time to time, but it is felt likely that such a situation will be only temporary. Dueto the fact that war contracts are being let in many districts from which ordinarily there would be migration to California, we will have to develop our own labor supply from people already in the state, taking it from industries non-essential to the war effort.

## 10. Executive Officer's Report

### a. Tentative Plan for Recruitment of Workers for Shipbuilding Industry

Mr. Harnish stated that he had contacted the California Shipbuilding and the Los Angeles Shipbuilding and Drydock Companies, also the Western Pipe and Steel Company, regarding the tentative plan for recruitment and placement of personnel for the shipbuilding industry. The management of those companies is very anxious for the USES to place the program into effect, and full cooperation with the Employment Service is assured. The Los Angeles Shipbuilding and Drydock Company contemplates setting up a personnel office outside of its plant. It is delaying such action, as it much prefers to use the facilities of the USES.

b. Camp Pendleton

Construction of Camp Pendleton, a Marine base, at Santa Margarita Ranch, in the vicinity of Oceanside, has begun. This is a $25,000,000 project, and will require approximately 8,000 construction workers. The plan also includes building of a harbor and docks at the mouth of the Las Flores River, Oceanside. There is not very much data available at the present moment regarding the actual labor requirements by classification, etc. Additional reports will be submitted in this connection.

c. Kaiser Company, Fontana, California

It is understood that this company is erecting a steel plant and intends to employ in the neighborhood of 6,000 construction workers, although definite figures as to various classifications are not presently available. We have been advised, however, that there will be required some 200 to 250 steel workers, and a contact made by the President of the Central Labor Council with E. M. Woods, International Representative of the International Association of Bridge, Structural and Ornamental Iron Workers, leads to the conclusion that within six weeks there will be available approximately 450 workers of this type who may be referred to the Kaiser project.

d. Youth Inventory

An elaborate youth guidance program by which 16, 17 and 18-year old city high school boys will be interviewed to determine what part they are best suited to play in the nation's war effort--the armed services or in industry--was announced during the week by Superintendent of Schools Vierling Kersey.

The program will get under way, starting April 20, when several thousand boys between 16 and 18 begin filling out questionnaires with the aid of school counselors.

This youth inventory has been initiated by the city schools in cooperation with officers of the armed forces and civic and club groups for the purpose of finding out what interest capacities are available for youths not yet required for military service.

e. Small Manufacturers

On April 14, 1942, Mr. E. G. Laughlin, WPB "pooling" specialist, spoke to a group of Los Angeles manufacturers, explaining how the governmental agencies are cooperating with small manufacturers.

Mr. Laughlin explained that the government is urging the organization of facilities groups, whereby tools and machinery can be combined in the war effort to increase production.

An individual small manufacturer hasn't a chance to obtain government work, Mr. Laughlin stated, "but when the small fellow is grouped together with several other small fellows he becomes part of a unit which can successfully obtain work in the production program."

Mr. Laughlin said that seven pooling groups have already been organized and approved in the Los Angeles area, and 15 others are in the process of organization, combining a total of approximately 700 small manufacturers.

### f. Housing and Transportation

The National Housing Agency, which has already allotted funds for 2,000 dormitory units in Wilmington for the 30,000 California Shipbuilding Corporation employees who may be grounded for lack of tires, sought Congressional funds for 3500 more family units.

John A. McCone, vice-president of the company, pointed out that the employees drive 1,310,000 tire miles daily and require 145 new tires each day.

Conferences were held before the State Railroad Commission by members of the Commission, its statistician, railroad, shipbuilding, and Army and Navy officials to study the possibility of operation of a steam passenger line to the harbor district for the shipbuilders.

### g. Occupational Analysis Section

The Occupational Analysis Setion of the USES in Los Angeles has been of considerable assistance from time to time in supplying occupational and industrial information to the Area Labor Supply Committee. Examples of the type of service rendered by this group of technicians are: (1) The preparation of much needed information concerning the occupations in aircraft manufacturing and other industries to which displaced automobile workers might be referred on the basis of related skills; (2) The preparation of job family materials (related occupations) for the ship and boatbuilding and repair industry; (3) The preparation of job analyses for jobs involved in the extraction of magnesium; (4) Assisting in the collection of data concerning the problem of training arc welders for shipbuilding; (5) The development and use of aptitudes tests in selectingrapid learners for such jobs as riveters, sheet metal workers, detail assemblers and radio and electrical installation workers in aircraft manufacturing and for shipfitter trainees. The section is presently engaged in the development of aptitudes tests for arc welders, shipbuilding, which the Area Labor Supply Committee considers to be sorely needed.

The services of this group have not been utilized to the fullest extent in the past. Recent examples of the results of the use of such service indicate the advisability of more complete utilization in the immediate future.

The meeting adjourned at 6:30 p.m.

# MINUTES OF THE TENTH MEETING
# OF THE
# NORTHERN CALIFORNIA INDUSTRIAL
# AREA LABOR SUPPLY COMMITTEE
# SAN FRANCISCO - APRIL 21, 1942

WOMEN'S BUREAU
MAY 5 - 1942
DEPARTMENT OF LABOR

The meeting was called to order at 10 a.m. by Mr. Alexander R. Heron, Chairman. Those present were:

## MEMBERS

Mr. George W. Davis, Executive Officer
MANAGEMENT:
Mr. Alexander R. Heron, Chairman
LABOR:
Mr. Lee R. Smith, Regional Labor Representative, WPB
Mr. Al Wynn, American Federation of Labor
AGRICULTURE:
Dr. George Hecke
DEFENSE TRAINING:
Mr. W. S. Kienholz, State Department of Education
CIVIL SERVICE COMMISSION:
Mr. Joseph Hazelwood, Civil Service Commission
U.S. ARMY:
Lieutenant Colonel C. C. Harshman, Ordnance Department
U.S. NAVY:
Captain G. H. Laird, Civilian Personnel Division
DIVISION OF
CONTRACT DISTRIBUTION:
Mr. John N. Barker

## VISITORS

Miss Nathalie Panek, Labor Relations Assistant, WPB
Mr. Aylwin Probert, Training Within Industry, WPB
Mr. Otto Hartwig, Oregon Industrial Area Labor Supply Committee
Mr. Philip S. Hasty, U.S. Office of Education
Mr. R. M. Dorman, Marin Shipbuilding Division of W. A. Bechtel Co.
Mr. George Wilson of C.I.O.
Mr. George Hildebrand - U.S. Employment Service, Calif. Division

## I. Labor Supply for Shipyards

### a. Recruitment Methods

Because of the need for increased production in the shipyards and the necessity for securing personnel for the new yards as well as augmenting those already established, Mr. Davis stated that the subject discussed at the last meeting under the possibly erroneous title of pirating is a matter for further consideration by the committee. He referred to the Marin Shipbuilding Company which plans to lay its first keel on July 1, 1942, and is now using every Federal agency that can in any way help them recruit workers. Further, that company states its advertisements in the newspapers were not an attempt to pirate, and that their yard is a co-worker with the other yards; that they ask for whatever assistance this committee can give them in the recruitment of their labor force, particularly in supervisory workers. Mr. Davis requested the committee to take steps for securing action on the planning and correlating of labor recruitment for the Marin Shipyard.

Mr. Heron said that in Washington, D.C., Mr. Hopkins had received a letter from Mr. Price, associated with the Bechtel-McCone-Parsons Corporation, which indicated their gratitude at the cooperation of the Los Angeles Area Committee. The necessity at present is for preemployment training; the companies particularly needing welders.

Mr. Heron introduced Mr. Dorman of the Marin Shipbuilding Division and asked him to tell the committee about the company's recruiting program.

Mr. Dorman said the Marin Shipbuilding Company will need 12,000 production workers by the end of 1942. They are planning to lay the first keel on July 1, 1942, when 3,500 workers will be needed; then at 2-week intervals, employees will be added until the 12,000 figure is reached by the end of this year. He assured the committee that the company wanted to cooperate and make use of all the available employment facilities. It is apparent that their operations are starting at a time when 40,000 additional workers will be needed in the Bay area by other yards in the next 6 months. Obtaining welders is a paramount problem. By July 1, 1,200 to 1,500 welders will be needed.

The Marin Shipbuilding Company has three phases in their labor recruitment: (1) Supervisory personnel; foreman, top foreman, etcera. For the most part, it is hoped this group will be obtained from the California Shipbuilding Corporation in Los Angeles, or other sources, as there is an arrangement with the California Shipbuilding Corporation for the amicable transfer of employees. (2) Skilled workers, production workers, journeymen, et cetera. (3) Trainees, unskilled workers.

The Marin Shipbuilding Company has proposed a comprehensive system of on-the-job training to take care of the large group of unskilled workers. At least 50 percent of the production workers will be undergoing some type of training at all times with on-the-job training or supplementary training conducted in areas adjacent to the yard.

In reply to a question raised by Mr. Smith as to whether the Marin Shipbuilding Company could get enough supervisory personnel from the California Shipbuilding Corporation or would they draw on other sources, Mr. Dorman replied that the most they could recruit would not be enough.

Colonel Harshman asked if the other sources were other war production industries.

Mr. Dorman said that the Marin Shipbuilding Company hoped to obtain men through amicable transfers from other companies that were connected with the Bechtel-McCone-Parsons Corporation and that this has definitely been achieved with the California Shipbuilding Corporation, and possibly it will be attained with the Richmond ship yards.

Mr. Heron pointed out that as Bechtel and Kaiser had been associated through Boulder Dam, Grand Coulee and Shasta Dams, it might be possible to reach an agreement.

In connection with augmenting the supply of available workers through preemployment training, Mr. Kienholz said that the State department planned to add 75 welding units in the Sausalito-San Francisco area as soon as they receive the machines. Mr. Dorman added that the Marin Shipbuilding Company hopes to obtain some welding equipment for use in the schools. Mr. Barker asked if the company would use second-hand equipment, as he thought he could locate machines that could be rented. Mr. Dorman was not informed of the plans in this connection.

Mr. Kienholz brought up the difficulty of getting welding machines in speedily and asked if the company had any that could be borrowed for the schools. Mr. Dorman replied that they had no machines at present, but they are trying to get them.

Mr. Probert stated that he had inquiries from Washington concerning private schools' priorities, and that as fast as a check was made, the schools were closing down because they couldn't stand the competitition with free Government schools. Many of the schools have from 12 to 15 welding machines available. Mr. Kienholz raised the point that the light voltage machines which many of the schools used were too small and that nothing less than 200-voltage was practical.

Further regarding the third group, trainees without previous experience in the yard, Mr. Dorman said that there were three training programs: (1) Training on the job; (2) Training conducted by the training division, either on company time or not; (3) Supplementary training conducted in areas adjacent to Sausalito or wherever it appears that the company can recruit a sufficient number of persons to make classes. They hope to bring 12 or 15 instructors from the California Shipbuilding Corporation whenever the schools are able to establish courses if the schools want the Marin Shipbuilding Company's assistance.

In regard to the transportation problem, Mr. Dorman stated that the company is now at a crossroads; they are trying to obtain ferry transportation from San Francisco to Sausalito, using the old Sausalito slip.

Mr. Smith asked Mr. Dorman if the ferry service would be free of charge to workers. He replied that the company was considering various possibilities, but if the arrangement could be worked out, it would be free to the employees.

Some members of the committee objected to this policy, charging that it would raise a serious transportation problem for other employers. Mr. Heron said proposals for free transportation except on short trips from the end of a regular line, should be considered seriously.

Housing facilities are another problem which the company is considering. A tentative survey has been completed, and the conclusions show clearly that regardless of what transportation facilities may be obtained, it is not possible to meet the problem solely in this way. Additional housing facilities are necessary in Sausalito. Mr. Dorman stated that the ad which appeared in the papers was merely a survey in order to help the company solve the pending housing and transportation problems. The ad was discussed with other yards in the Bay area, and it is Mr. Dorman's understanding that it was released after clearance with other managers.

Colonel Harshman asked if the survey had given them any idea as to how they could recruit labor without pirating from other yards.

Mr. Dorman said that as the survey has just been completed, he must speak from a cursory examination of the report. There were returns from approximately 11,000 applicants, roughly one-half from San Francisco, the other half from other parts of California as far north as Eureka, and a few replies from other States. Approximately 50 percent of the returns were from production workers, 50 percent from clerical or administrative workers. The number of welders replying was about 400. Returns indicating that the workers were willing to leave their present jobs were 14 percent of the total of production workers. This figure is not too reliable because many of the workers did not indicate whether they were employed. The returns as a whole brought out the fact that the problem was just beginning.

In reply to a question by Mr. Barker, Mr. Dorman responded that much thought has been given to using women in the yard, and that he has already communicated with Mr. Wadsworth to ask his assistance.

Captain Laird suggested that Mr. Dorman get in touch with Captain Crisp, Industrial Manager of the Mare Island Navy Yard, concerning what had been found out by using women in the navy yard.

Mr. Heron mentioned that Mare Island had introduced women as helper trainees, then raised them to mechanics' helpers. The field is a practical one for labor supply, because about 5,000 applications were received from women already living in Vallejo, which would not create a housing problem.

Relative to other sources of labor supply, Mr. Heron asked if there was any sign of work slacking off in uptown shops. Mr. Wynn said there was no indication of this. He predicted that the great supply of labor will come from the building trades workers who are now being employed temporarily in the housing projects which will be completed in 2 or 3 months. There is, however, no branch of the building trades which can be converted into welding. Mr. Wynn suggested obtaining men from non-essential industries who could prepare themselves for welding. As it is easy to train welders, the problem of securing them should not be difficult.

Mr. Heron pointed out that the survey on draft liabilities is alarming; that most of the welder deferments have been young men but that will not be the case from now on. The shipyards made a survey at the request of the committee, and it was found that out of approximately 83,000 workers, they would probably lose 21,000 to the draft in the succeeding 6 months. Able-bodied men will be taken from wherever they are, so younger men will not be used in the shipyards. Older men are more desirable if they will take the night training to prepare themselves.

In connection with the possibility that men from uptown shops would be out of work due to the Government's using these shops for subcontracts, Mr. Heron said that although the Government is requisitioning industries, this should not result in putting men out of work as the same crew could be used.

Mr. Kienholz stated that 40 units from the Oakland Polytechnic, a private school, are being moved to the Vallejo schools for training men.

Replying to a question by Mr. Barker, Mr. Dorman answered that the Marin Shipbuilding Company had not yet approached other shipyards concerning labor supply. He asked the committee if it would be possible to achieve cooperation toward getting a distribution of labor for Marin Shipbuilding Company, as they have a contract and intend to fill it.

Colonel Harshman suggested having a meeting of all the shipyards in the Bay area for the purpose of arranging some type of voluntary transfer of whatever cadre of trained personnel is necessary for the Marin Shipbuilding Company because they will have to get men somehow, and it should be done in an orderly way rather than through pirating.

Mr. Heron pointed out that the net profit from pirating is not great. He read a report from various coast shipyards to the effect that the high rate of labor turnover through pirating causes a loss.

Colonel Harshman stated that the men should work in the yards that are near their living quarters. If the recruiting problem is solved in an orderly fashion, a solution of the transportation problem may also be reached; otherwise, if the yards continue to pirate, they will end up by having more transportation difficulties. A neutral committee should be used to promote a meeting and secure the yards' cooperation.

Mr. Heron suggested planning the meeting slowly and raised three points to be prepared: (1) A draft survey by Colonel Harshman. (2) A survey from the unions presented by Mr. Wynn, as to how many men criss-cross other shipyards on their way to work. (3) Members of the committee would be appointed by Mr. Heron to have private talks, as individuals, with representatives of the shipyards before the meeting is held. He further asserted that the problem is not to make a perfect record for any one yard, but to make enough ships on the whole.

The committee was willing to take the responsibility for helping plan an orderly labor recruitment program and agreed to wait and make preparations for the meeting.

Colonel Harshman asked if the committee had any information as to what women are doing in factories in England.

Mr. Davis answered that a report on this matter will be presented at the next committee meeting from a group appointed at the last meeting.

Mr. Dorman asked the committee if it will become necessary to pay a subsistence wage to trainees and thus induce people who are now working in nonessential industries to train for war industry. Mr. Heron said it is more practical for people who are now employed to train at night. The Army air force has found it difficult to get trainees on a subsistence wage.

Mr. Wynn stated that a trainee is not allowed to transfer from one yard to another due to an agreement between the unions, the yards, and the trainees. A trainee can only transfer if the firm releases him.

b. Central Referral Unit

Mr. Smith stated that an alternate proposal had been submitted by the Unity for Victory Committee which was now being discussed by union locals at the request of the Labor Advisory Committee. He requested that this meeting take no action until his advisory committee submitted final recommendations.

Mr. Wynn described the United Labor for Victory Committee. He said it was necessary to have a decision from the various local groups before anything can be done about establishing a central referral unit.

Captain Laird said that such a unit could not be brought into effect until it has the agreement of management and labor.

Mr. Heron pointed out that the trainees' agreement had gone through the same rocky course before a final agreement was reached.

Mr. Wynn said that most of the labor groups were now cooperating with the U.S. Employment Service.

II. Recruitment for Navy Yards

Captain Laird and Colonel Harshman reported for the subcommittee on recruitment for Federal agencies, as follows:

"As directed by the Industrial Area Labor Supply Committee for Northern California, we have studied the existing procedures covering the recruitment of labor for Federal agencies, such as U.S. Navy Yards, and the participation of the U.S. Employment Service therein.

"USES Operations Bulletin No. C-19 and similar letters of instruction issued by the U.S. Civil Service Commission furnish a statement of policy governing the cooperative relations of the two agencies. Under Paragraph 4 of USES Bulletin C-19, the clearance of job orders filed by a Civil Service district office or by any of its local labor boards with the U.S. Employment Service is limited to the area within the jurisdiction of the Civil Service district in which the order originates. The policy statement also provides that when there are not sufficient workers within the Civil Service district area to fill the order, the unfilled portion will be distributed by the Civil Service District Manager to other Civil Service district offices.

"The procedures now in effect do not give the Civil Service district offices or the local navy yard labor boards full advantage of the services of the USES clearance procedures under which an order filed by a labor board with a local employment office would be filled by local referrals, thereafter expanding to State-wide and national clearance if required. The national clearance system of the USES makes available the most accurate and current data on the location of pools of labor throughout the Nation. Through the use of this national clearance system, groups of labor can most readily be located and can then be accumulated and arrangements made, when desired, for pooled interviews conducted by designated Civil Service representatives in the areas where workers are available. Employment offices locating applicants who meet specifications could also secure Civil Service applications and forward them to the office of origin if pooled interviews were not desired.

"Under the present system the advantages that could be realized through use of the national clearance machinery of the U.S. Employment Service are lost to the Civil Service agency which has primary responsibility for filling vacancies, and the Civil Service district manager concerned must, without having available accurate and current labor market information, attempt to clear for additional workers through other Civil Service districts.

"It is the recommendation of this sub-committee that the Industrial Area Labor Supply Committee present to the U.S. Employment Service and to the U.S. Civil Service Commission a suggestion that the policy stated in Paragraph 4 of USES Bulletin No. C-19 and in any corresponding letter of instruction issued by the Civil Service Commission be reconsidered with a view to revision of that policy in such manner as will bring the clearance procedure applied in recruitment for Federal positions more closely into agreement with the clearance procedure that is observed in recruiting for private employers and industrial organizations."

Captain Laird further pointed out that there are 1,500 U.S. Employment offices in the United States as compared to 13 U.S. Civil Service Districts. It was unanimously agreed that after a review of this report by Mr. Kranz, the recommendation contained therein should be carried out.

## III. Farm Labor Supply for the North Coast Area

Mr. Davis reported that representatives from the agricultural districts of the California Chamber of Commerce had presented the problem of labor supply for the counties of Marin, Sonoma, Mendocino, Lake, and Napa. It was the desire of local growers that, first, local labor should be employed and then persons from nearby areas, rather than bringing in Mexicans. A number of volunteer organizations, including the American Women's Volunteer Service, were represented as offering their services to recruit and supply labor. It was decided that the manager for the California Chamber of Commerce, North Coast District, would in cooperation with the Employment Service prepare descriptions of the jobs to be filled; also, an estimate of labor requirements and, as soon as possible, the results of a study of presently available labor.

The Employment Service will be requested to prepare a brief registration card or questionnaire for the purpose of facilitating registration by volunteer interviewers. These cards will be filed with the Employment offices. The Employment Service will be requested to organize the recruitment campaign in cooperation with local volunteer groups.

Dr. Hecke pointed out that the labor situation is less difficult on the north coast than it is in the central valleys of California. Mexican labor is definitely not needed on the north coast. Importation of labor would not be brought about under any circumstances unless the U.S. Employment Service approved.

At the suggestion of Mr. Heron, the committee expressed its complete endorsement of the program for assistance by the State Chamber of Commerce in farm labor recruitment and appointed Dr. Hecke to cooperate with the State Chamber of Commerce.

Mr. Smith reported on the cannery workers' organization accepting students between 16 and 18 years of age on the basis of a lower initiation fee. He presented a letter from the National Council of Cannery and Process Workers stating that initiation fees could not be reduced at this time. The union will not demand immediate payment, but students may pay the regular $5 fee from their earnings. At the suggestion of Mr. Smith, it was agreed to drop the matter unless the fees later proved an obstacle to recruitment.

Mr. Heron read a report from Mr. Harrison Robinson to the effect that Schlage Lock Company and Wells Manufacturing Company are complying with the existing policies for employment of aliens.

Mr. Heron then introduced Mr. Otto Hartwig from the Portland Area Committee. Mr. Hartwig said that in regard to farm labor, a large subcommittee of the State Advisory Board in Oregon is doing an excellent job.

Due to a detailed survey that was recently made in Oregon through the Advisory Board of the U.S. Employment Service, they now have a complete record of women's possibilities in connection with farm labor, which will almost solve the problem of the farm labor supply. A copy of this survey will be sent to San Francisco.

Another subcommittee of the Oregon Area Committee is working on the subject of employment training, preemployment as well as supplementary. It was the request of the shipbuilders, particularly in the Portland area, which is faced with the problem of recruiting about 75,000 workers, that the preemployment training be reduced from 15 hours to 9 hours a week. This would teach only the terminology used and the nature of the machine.

Mr. Hartwig said that if this committee does not concern itself with the orderly distribution of labor, the employer will go into it in any way. The committee is considering an office in Portland to handle recruiting for the shipbuilding companies, airplane parts factories, and other similar industries which will do away with some of the difficulties. Time loss is the result of a pirating program.

The meeting was adjourned at 12:30 p.m.

(47)

Miss Anderson

XII
Northern California
No. 10 - 4/21/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Tenth Labor Supply Committee Meeting
### San Francisco - April 21, 1942

## LABOR RECRUITMENT

### Cannery Workers - Students Initiation Fees

The Regional Labor Representative reported on the cannery workers' organization accepting students between 16 and 18 years of age on the basis of a lower initiation fee. He presented a letter from the National Council of Cannery and Process Workers stating that initiation fees could not be reduced at this time. The union will not demand immediate payment, students may pay the regular $5.00 fee from their earnings. It was suggested that the matter be dropped unless the fees later proved an obstacle to recruitment.

### Farm Labor Supply for the North Coast Area

The Executive Director reported that representatives from the agricultural districts of the California Chamber of Commerce presented the problems of labor supply for Marin, Sonoma, Mendocino, Lake, and Napa counties. It is their desire that, first, local labor be employed and then persons from nearby areas, rather than bring in Mexicans.

A number of volunteer organizations offered their services to assist in recruiting labor. The manager of the North Coast District Chamber of Commerce, in cooperation with the ES, is to prepare descriptions of the jobs to be filled, also to estimate labor requirements and, as soon as possible, the results of a study of presently available labor.

The ES will be requested to prepare a brief registration card or questionnaire for the purpose of facilitating registration by volunteer interviewers. These cards will be filed with the Employment offices. The ES will be requested to organize the recruitment campaign in cooperation with local volunteer groups.

It was pointed out that the labor situation is less difficult on the north coast than it is in the central valleys of California. Mexican labor is definitely not needed on the north coast. Importation would not be brought about under any circumstances unless the USES approved.

The Committee expressed its complete endorsement of the program for assistance by the State Chamber of Commerce in farm labor recruitment and appointed Dr. Hecke, Agricultural representative, to cooperate with the Chamber of Commerce.

## LABOR RECRUITMENT - Continued

### Recruitment for Federal Agencies

The subcommittee reported on their study of existing procedures covering the recruitment of labor for Federal agencies, such as U. S. Navy Yards, and the participation of the USES therein; the procedures now in effect do not give the Civil Service district offices or the local Navy Yard labor boards full advantage of the services of the USES clearance procedures under which an order filed by a labor board with a local employment office would be filled by local referrals, thereafter expanding to State-wide and national clearance if required.

Under the present system the advantages that could be realized through use of the national clearance machinery of the USES are lost to the Civil Service agency which has primary responsibility for filling vacancies, and the Civil Service district manager concerned must, without having available accurate and current labor market information, attempt to clear for additional workers through other Civil Service districts.

It is the recommendation of this subcommittee that the Industrial Area LSC present to the USES and to the U. S. Civil Service Commission a suggestion that the policy stated in Paragraph 4 of USES Bulletin No. C-19 and in any corresponding letter of instruction issued by the Civil Service Commission be reconsidered with a view to revision of that policy in such manner as will bring the clearance procedure applied in recruitment for Federal positions more closely into agreement with the clearance procedure that is observed in recruiting for private employers and industrial organizations.

### Labor Supply for Shipyards

The Executive Officer stated that the subject discussed at the last meeting under the possibly erroneous title of "pirating" is a matter for further discussion by the Committee. He referred to the Marin Shipbuilding Company. That company stated that its advertisements in newspapers were not inserted for the intention of pirating, their yard is a co-worker with other shipyards, and they solicit the assistance of the LSC in recruiting labor, particularly its supervisory force. The Committee was requested to take steps toward planning and correlating all labor recruitment for the Marin shipyard.

Mr. Dorman said the Marin Shipbuilding Company will need 12,000 production workers by the end of 1942. They are planning to lay the first keel on July 1, 1942, when 3,500 workers will be needed; then at 2-week intervals, employees will be added until the 12,000 figure is reached by the end of this year. He assured the Committee that the company wanted to cooperate and make use of all the available employment facilities. It is apparent that their operations are starting at a time when 40,000 additional workers will be needed in the Bay area by other yards in the next 6 months. Obtaining welders is a paramount problem. By July 1, 1,200 to 1,500 welders will be needed.

## LABOR RECRUITMENT - Continued

### Labor Supply for Shipyards - Continued

The Marin Shipbuilding Company has proposed a comprehensive system of on-the-job training to take care of the large group of unskilled workers. At least 50% of the production workers will be undergoing some type of training at all times with on-the-job training or supplementary training conducted in areas adjacent to the yard.

Mr. Dorman, Marin Shipbuilding Division, said that the Marin Shipbuilding Company hoped to obtain men through amicable transfers from other companies that were connected with the Bechtel-McCone-Parsons Corp. and that this has definitely been achieved with the California Shipbuilding Corp., and possibly it will be attained with the Richmond shipyards.

### Central Referral Unit

The Regional Labor representative, WPB, reported that an alternate proposal has been submitted by the Unity for Victory Committee which is now being discussed by union locals at the request of the Labor Advisory Committee. The LSC was requested to take no action, however, until final recommendations are submitted.

It appears to be necessary to have a decision from the various local groups before anything can be done about establishing a central referral unit. Such a unit cannot be brought into effect until it has the agreement of management and labor. Most labor groups are now cooperating with the USES.

## DEFENSE TRAINING

### Pre-employment Training for Shipyard Employees

In connection with augmenting the supply of available workers through pre-employment training, the State Department of Education plans to add 75 welding units in the Sausalito-San Francisco area as soon as they receive the machines. The Marin Shipbuilding Company hopes to obtain some welding equipment for use in the schools. The question of second-hand equipment, which may be available for rental, was brought up. It was stated that private schools are closing down because they cannot compete with free Government schools. Many of these schools have from 12 to 15 light voltage welding machines available, but question was raised regarding their adaptability.

## MINORITY PROBLEMS

### Schlage Lock Company and Wells Manufacturing Company

A report was read to the effect that the above named companies are complying with the existing policies for employment of aliens.

## COMMUNITY PROBLEMS

### Transportation and Housing of Shipyard Employees

The Marin Shipbuilding Company is now at the crossroads on the transportation problem. They are trying to obtain ferry transportation from San Francisco to Sausalito, which may possibly be free to employees. The LSC cited the fact that such free transportation may raise a serious problem for other employers.

Housing facilities present another problem. Tentative survey has been completed indicating that regardless of what transportation facilities are obtained, the problem cannot be met entirely in this way. Additional housing facilities are necessary in Sausalito.

Field Management Division
United States Employment Service
May 6, 1942

# THIRTIETH MEETING OF THE
# SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Los Angeles, California
April 27, 1942

## Members Present

### PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

### MANAGEMENT

Frank A. Barnhill, Charles R. Hadley Company
Garner A. Beckett, Riverside Cement Company

### LABOR

John Despol, Steel Workers Organizing Committee, CIO

WOMEN'S BUREAU
MAY 14 1942
DEPARTMENT OF LABOR

### LIAISON OFFICER, SOS

Colonel Walter H. Adams, U. S. Army

### U. S. NAVY

Lieutenant Commander A. G. Berry, Jr., USNR

H. R. Harnish, Executive Officer

## Visitors

Charles Fishburn, Training Within Industry Division, WPB
James A. Nielson, U. S. Civil Service Commission

The meeting was called to order by the Chairman, Mr. David T. Babcock, at 5:10 p.m.

MAY 7 1942

II B

1. Labor Pirating

Chairman David T. Babcock reported that an extremely serious situation has arisen in this area, in the aircraft industry, due to the fact that the Air Corps Sub-depots have been recruiting skilled workers from aircraft plants, offering them Civil Service jobs and guaranteeing certain privileges, housing at $21 monthly, gas at ten cents a gallon, and tires during the war period. Many of the workers leaving the aircraft companies to take these jobs were final inspectors; others were mechanics from the final assembly lines; and in one instance, a welder. These men left the companies without release clearance. Actual loss of personnel, as reported by several aircraft companies, are shown as follows:

| | | |
|---|---|---|
| Company A | - | 75 (Final assembly and experimental department) |
| Company B | - | 60 (Final inspectors and mechanics, who were potential inspectors) |
| Company C | - | 78 in February; 115 in March (Various types, including final inspectors); 48 between April 1 and April 8 (7 inspectors leaving on one day in April) |

While the aircraft companies, and also this Committee, realize that the Air Depots must have necessary personnel, it is felt that an orderly plan of recruitment should be effected, so a minimum loss of key personnel will be experienced by the companies building the planes.

Mr. James A. Nielson, U. S. Civil Service Representative from Los Angeles, stated that although it is fairly common knowledge that that agency has reached a point here where Civil Service registers of skilled workers have been depleted, the air sub-depots have evidently recruited personnel from the open market, without first clearing through the Civil Service office here. Had such clearance been effected, the U. S. Civil Service would have furnished non-Civil Service workers to the sub-depots, if available, or if not available, would have contacted the USES to develop an orderly recruitment program.

It is obvious that there must be thorough understanding and cooperation here between the Army Air Corps Procurement Division, the Air Corps Depots, and aircraft management on this important problem, to the end that production of planes will not be seriously curtailed, and also that the depots may receive required personnel. Accordingly, in order to assist, the Labor Supply Committee requested its Chairman to arrange for a meeting as soon as possible, to be attended by Colonel John M. Clark, Commander of the Sacramento Air Depot, who is in charge of local sub-depots, or by his authorized representative; by Colonel Charles E. Branshaw, Executive Officer, U. S. Army Air Corps, Western Procurement Division; by the personnel managers of the aircraft companies, a representative of the U. S. Civil Service Commission, and representatives of the Labor Supply Committee.

## 2. Priorities for Welding Rod

Chairman Babcock reported that a meeting with school officials of the National Defense Training program was called by him on April 23, to assist, if possible, in obtaining a higher priority rating for welding rod for public schools which are conducting pre-employment and supplementary courses under the National Defense Training program. Present priorities are A1-J and A-3, which are not sufficiently high to obtain the welding rod. The school authorities were assured that the Committee will assist them in every way possible.

## 3. Evaluation of Pre-employment Training Courses

A meeting of the Shipbuilding Advisory Committee, National Defense Training, was held at Wilmington, California, on April 22, 1942. Colonel Walter H. Adams, H. R. Harnish, Executive Officer, and Mr. John Allard, representing Committee Member John Despol, attended the meeting, as representatives of our Committee. The Los Angeles Shipbuilding and Drydock Corporation, the California Shipbuilding Company, and the Consolidated Steel Company were represented, and Lieutenant Commander Bramston-Cooke, USN, attended. There were no representatives of the unions present.

A record of present National Defense Training courses was submitted, as follows:

| | No. of Students - Pre-Employment Classes | | No. of Students - Supplementary Classes | |
|---|---|---|---|---|
| Class | So. Calif. | L.A. County | So. Calif. | L.A. County |
| Shipfitting | 574 | 574 | 432 | 432 |
| Marine Sheet Metal | 180 | 161 | 127 | 392 |
| Pipe Fitting | 59 | 37 | 392 | 0 |
| Outside Machinists | 49 | 49 | 0 | |
| Lead Burning | 0 | 0 | 17 | |
| Boat Bldg.-Ship Joining | 98 | 98 | 54 | |
| Marine Electrical | 129 | 129 | 0 | |
| Arc Welding | 2146 | 2060 | 461 | |
| Layout & Drafting | 116 | | 99 | |
| Blue Print Reading | 0 | | 17 | |
| Ship Carpentry | 25 | | 0 | |

Each yard represented was requested to express comments regarding each course, and a summary of the consensus is shown below:

Shipfitting:

Expand contents of course
Increase training to 700 students; expansion should be in Metropolitan Los Angeles

Marine Shipfitting:

No change

Pipefitting:

Increase number of students in Metropolitan Los Angeles

Lead Burning:

No change

Boat Building:

Will need more refresher courses

Arc Welding:

Standardize the content of courses
Attempt to give teacher training
Develop improved method of selecting trainees
Number of trainees satisfactory

Upon the recommendation of Labor Supply Committee members present, the following conclusions were reached and agreed upon:

1. Study location of present classes and move classes to points where transportation or employment opportunities and trainees exist.

2. Standardize the contents of courses.

3. Every teacher must receive training.

4. Develop improved method of selecting trainees.

A statistical report now being prepared by two members of the USES Occupational Analysis Section, in connection with the study of welding courses being conducted by our sub-committee, will be available on April 30.

## 4. Central Aircraft Office

Lieutenant Commander A. G. Berry, Jr., stated that on April 24, 1942, he inspected the Central Aircraft Office of the USES, in company with Major Ben R. Howell, of National Headquarters, Selective Service, Major Howard Witten, of California Headquarters, Selective Service, and Mr. H. R. Harnish, Executive Officer. Commander Berry read a memorandum directed by him to the Committee, containing his observations of the office, with particular reference to certain items which he feels should be given consideration for ultimate ajustment and/or correction.

After some discussion of the points raised by Commander Berry, the Committee requested the Executive Officer to follow through on the matter for appropriate action.

Commander Berry also suggested that the Committee make an effort to have the USES manual dexterity tests, and other recognized USES tests, given to all prospective trainees for public training school courses. Companies at Central Aircraft Office state that a great many trainees, upon applying there and being given the USES tests, are not acceptable, despite such training, because they are manifestly unsuited for the jobs for which they apply. Much expense and useless training of men and women for work for which they are not fitted would be eliminated if the tests were given before the training is begun. It was the consensus that this testing would be extremely desirable, both in public and private training schools.

A motion was made, seconded and carried to the effect that the Committee should endeavor to have the testing plan adopted by both public and private schools giving National Defense training courses. The matter will be brought to the attention of the sub-committee of the Regional Labor Supply Committee, which isnow making a study of pre-employment training courses, with the request that our Committee be advised, as soon as possible, of their conclusions and the action taken.

## 5. Proposal Relative to Employment of Shipyard Workers

Mr. Harnish stated that James G. Bryant, Regional Labor Supply Officer, has forwarded to him information to the effect that he has instructed the California agency of the USES to put into operation immediately in Los Angeles the proposal submitted by our Committee relative to recruitment and placement of shipyard workers.

6. Manufacturing Order

Colonel Walter H. Adams reported that he is making progress in connection with the form of permit to be used by companies when requesting permission from the Industrial Welfare Commission to employ women between the hours of 12 midnight and 6:00 a.m. in war industries.

7. San Diego

Lieutenant Commander A. G. Berry, Jr., presented a report of the Labor Relations Committee, Civilian Defense Council of San Diego, regarding the survey made by them of the hiring schedules of defense industries in San Diego in the next six months.

It was concluded that members of the Southern California Area Labor Supply Committee and H. R. Harnish, Executive Officer, will attend a meeting of the Labor Relations Committee of the Civilian Defense Council of San Diego on Tuesday, May 5, to discuss and take whatever steps are necessary to assure an orderly referral of workers to defense plants in that district.

8. Executive Officer's Report

a. Radio Corporation of America, which manufactures phonograph records, is dismissing 200 workers, due to difficulties in obtaining priorities on materials. The Columbia Studios, which also manufacture sound records,have had quite a large displacement of workers.

b. New Dry Dock at L. A. Harbor:

Provision for another large dry dock at Los Angeles Harbor was covered in a permit granted by the Harbor Commission to the Los Angeles Shipbuilding and Drydock Company.

Building permits of $198,000 and $15,000 were granted. The company is scheduled to ask for permits to dredge to a depth of 70 feet for the new dry dock and provide for the old dry dock's operation slightly north of its present location. They are of the type which are submerged to allow ships to float into the cradle and then are lifted by the removal of water ballast, for repairs, painting, and other work.

The meeting adjourned at 7:00 p.m.

Miss Anderson

XII
Southern California Area
No. 30 - 4/27/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

OMEN'S BUREAU
MAY 19 1942
ARTMENT OF LABOR

## Thirtieth Labor Supply Committee Meeting
## Los Angeles - April 27, 1942

## LABOR DISPLACEMENT

### Dismissal of Workers Due to Priorities

Radio Corporation of America, which manufactures phonograph records, is dismissing 200 workers, due to difficulties in obtaining priorities on materials. The Columbia Studios, which also manufacture sound records, have had quite a large displacement of workers.

## DEFENSE TRAINING

### Evaluation of Pre-employment Training Courses

A meeting of the Shipbuilding Advisory Committee, National Defense Training, was held at Wilmington, California, April 22, 1942. A record of present National Defense Training courses was submitted.

Upon recommendation of the LSC members present, the following conclusions were reached and agreed upon:

1. Study location of present classes and move classes to points where transportation or employment opportunities and trainees exist.
2. Standardize the contents of courses.
3. Every teacher must receive training.
4. Develop improved method of selecting trainees.

### Utilization of USES Dexterity Tests

Commander Berry suggested that the LSC make an effort to have the USES manual dexterity tests and other recognized USES tests given to all prospective trainees for public training school courses. Companies at Central Aircraft Office state that a great many trainees, upon applying there and being given the USES tests, are not acceptable, despite such training, because they are manifestly unsuited for the jobs for which they apply. Much expense and useless training of men and women for work for which they are not fitted would be eliminated if the tests were given before the training is begun. It was the consensus that this testing would be extremely desirable, both in public and private training schools.

## DISRUPTIVE RECRUITING PRACTICES

### Labor Pirating

An extremely serious situation has arisen in the aircraft industry, caused by the Air Corps Sub-depots recruiting skilled workers from aircraft plants, offering them Civil Service jobs, guaranteeing privileges, such as housing at $21.00 a month, gas at 10¢ a gallon, and tires during the war period. Workers leaving the aircraft companies were holding jobs as final inspectors, mechanics from the final assembly lines; and in one instance, a welder. These men left without release clearance. Actual loss of personnel reported by several aircraft companies follows:

Company A - 75 (Final assembly and experimental department)
Company B - 60 (Final inspectors and mechanics, who were potential inspectors)
Company C - 78 in February; 115 in March (various types, including final inspectors); 48 between April 1 and 8 (7 inspectors leaving on one day in April)

While the aircraft companies, and also this Committee, realize that the Air Depots must have necessary personnel, it is felt that an orderly plan of recruitment should be effected, so a minimum loss of key personnel will be experienced by the companies building the planes.

Mr. James A. Nielson, U.S. Civil Service Representative from Los Angeles, stated that although it is fairly common knowledge that that agency has reached a point here where Civil Service registers of skilled workers have been depleted, the air sub-depots have evidently recruited personnel from the open market, without first clearing through the Civil Service office here. Had such clearance been effected, the U.S. Civil Service would have furnished non-Civil Service workers to the sub-depots, if available, or if not available, would have contacted the USES to develop an orderly recruitment program.

It is obvious that there must be a real understanding and cooperation between the Army Air Corps Procurement Division, the Air Corps Depots, and aircraft management on this important problem. The LSC requested the Chairman to arrange a meeting as soon as possible to be attended by Colonel John M. Clark, Commander of the Sacramento Air Depot, who is in charge of local sub-depots, Colonel Charles E. Branshaw, Executive Officer, U.S. Army Air Corps, Western Procurement Division, personnel managers of the aircraft companies, a representative of the Civil Service Commission, and representatives of the LSC.

## EMPLOYMENT OF WOMEN

### Manufacturing Order

Colonel Walter H. Adams reported that he is making progress in connection with the form of permit to be used by companies when requesting permission from the Industrial Welfare Commission to employ women between the hours of 12 midnight and 6:00 a.m. in war industries.

Field Management Division
United States Employment Service
May 12, 1942

# EIGHTH MEETING OF THE
# WASHINGTON INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Seattle, Washington
April 30, 1942

## Members Present

**U. S. ARMY**
Lt. Col. William H. Nelson, O.U.S.W., Acting Chairman

**LABOR**
Richard Tracey, A.F. of L.

**UNITED STATES CIVIL SERVICE COMMISSION**
Paul N. Cole, District Manager, Seattle

**UNITED STATES NAVY**
Commander F. D. Manock, Civilian Personnel Officer

**CONTRACT DISTRIBUTION DIVISION, WPB**

James E. Carroll, Executive Officer

## Visitors

Vernon L. Martin, USES
Garry R. Cotton, Business Agt. Aeronautical Mechanics Local 751
Fred Kruse, Secretary Metal Trades Council, A.F. of L.
Walter A. Lee, Appr. Rept. U. S. Department of Labor
Walter T. Neubert, Wage-Hour Division
Otto S. Johnson, USES, Seattle
Ben Hamlin, State Board Vocational Education
Leighton H. Steele, Training Within Industry, W.P.B.
A. H. Heiland, Jr., Boeing Aircraft Company, Personnel Department
C. Z. Lindsey, Educational Comm. Aero Mechanics 751
J. D. Cameron, " " " " "
Edwin S. Whitney, " " " " "
George D. Early, V.P. 6th Dist. Washington State Federation of Labor
Fred Smith, Seattle Bldg., Trades Council AFL
George P. Sheridan, State Administrator, NYA
G. W. Burchill, USES, Seattle
Harry L. Carr, Pres. Seattle Building Trades Council
Florence Clements, Division of Information WPB
Par Gehring, Boeing Aircraft Company

The meeting was called to order at 1:45 P.M.

It was moved and seconded that the reading of the minutes be dispensed with.

The Chairman gave a verbal outline of his report as Chairman of the Transportation Committee, the highlights of which were: That the transit system was organized to carry 227,000 passengers, actual average of those riding each weekday, which rose in

MAY 15 1942

January, 1941 to 257,000 - 258,000
July, 1941 " 273,000
December, 1941 " 310,000
and for the first 3 months of 1942
January, 336,000
February, 356,000
March, 374,000

A survey at Boeing's shows that 47% of the workers' cars will have to be laid up on account of having only three tires, together with an additional 33%, which brings the total to 80% the cars which in one year will not be useable. The committee has discussed the problem with the railroads, transportation companies, and a detailed study made of how the matter could be handled as it is impossible to continue as it is now.

The transit system should have 42 new buses right now - by October 1, 257 new units will be needed - by April 1, 1943, 421 new buses will be required.

Present size of Seattle Transit System - 430 units (using all available equipment).

If adjustments can be made now, there will be 24 units as a cushion - by October 1, 113 will be needed, by April 1, 223 will be needed.

Everybody can't ride at the same time - the whole study is based upon the movement of war workers into the plants in time to meet the shift changes - the balance of the public will have to ride at times other than peak for war workers.

It is now estimated that each vehicle will be used from 14 to 17 hours out of every twenty-four.

The shifts at Boeing's must be changed. The plan will enable Plants 1, 2 and 3 to get home before the 19,000 at Harbor Island Shipyards take the buses. Then after the 5 o'clock rush, the Renton workers will be served. This will coordinate the system for the full benefit of the war production workers only. It is absolutely necessary to adopt a system close to that suggested to insure that every man gets to work at the proper time which is of immense value to the Government in its war effort.

Col. Nelson stated that because of the Boeing's workers' tires wearing out, by September 30, in Plants #1, #2 and #3, it is expected there will be 5,222 riding the buses and inside of another year several thousand additional.

He continued that the new buses will be paid for by the transit company itself, taking over the equipment and maintaining it and paying for the operation - paying for the vehicle itself on a mileage depreciation system. If the emergency ends before payment is made, they would be entitled to purchase such equipment as they might need.

In reply to a question by Mr. Cole, the chairman informed him that the ideal shift changes would be 6 A.M., 2:30 P.M. and 11:30 at night

At this point, Mr. Wadleigh informed the committee that the present shift changes at Boeing's are: 3 and 4 P.M.; 11:30 and 12:30 and 6:30 and 7:30 in the morning.

Col. Nelson stated that Mr. Johnson of Boeing's had promised to report as to what would be done about shift changes as soon as he has consulted with the employes, but no report has as yet been received.

Replying to a question regarding effort to change shift hours in the metropolitan district, it was stated that adjustments will have to be made.

Training of Men and Women at Boeings:

The chairman called upon Mr. Steele, who informed the committee that about a week ago there was an Advisory Committee meeting of both management and labor, regarding training at Boeing's and no agreement was reached, but a statement was made by the Union that they would allow 50% women to be trained.

At this point, Mr. Ben Hamlin stated that operating on a 50% basis means about 30% of school facilities would be utilized but that requirements could not be met that way.

Mr. Wadleigh gave it as his understanding that 50% women were to be trained and the 50% balance would be men. However, if enough trainees could not be obtained, the aircraft advisory committee would get together and amend its recommendations to fit the situation. He said, however, that he did not know what was found in the meantime from the Employment Service. In his opinion, Boeing's will have to get the best possible person, regardless of whether a male or female.

Mr. Steele asked if Mr. Halstead's statement was correct that Boeing's had requested the 500 a week be trained and Mr. Wadleigh agreed it is true. This, Mr. Steel indicated, is a matter for the Area Committee to act on.

Mr. Cole asked if we have now reached a point where there is a shortage of male applicants for training?

Mr. Burchill replied it is correct and that in order to produce 500 trainees for the Boeing Company, there must be 1500 people in training who are after 90 hours of training - 30 hours each week for three weeks - equalling the 90. In order to have 1500, the State Department of Vocational Education would need 36 additional instructors. They have 49 now and would require 75 - or 36 more.

Mr. Hamlin explained there are 83 classes operating at the present time with a total enrollment of 1184 on State-wide basis and this should allow them to turn out 394 per week. By filling up present classes to 1660, he continued, and turning out trainees on a three-weeks' training basis, there should be 533 per week.

But, he emphasized, the availability of male trainees in many centers is practically zero and there appears no possibility of increasing the number.

Mr. Burchill stated that the USES Field Supervisors report there is no back-log of male trainees in any center. In his opinion, availability of male trainees in the State is nil. The men in training will soon complete their courses; about all that can be referred then will be female trainees. Outside of the State of Washington we have nothing available in the way of trainees except 146 in Montana and Idaho. Oregon recently required 500 but only 90 were produced. On this basis no help can be expected from Oregon. Mr. Carroll quoted a statement by Mr. Lund of Salt Lake City that the Coast States should not expect a labor supply from the Rocky Mountain States in the future.

Mr. Lindsay made a statement to show that Boeing's loss of personnel is due to increased remuneration in other war industries. He emphasized that the union is concerned about this because it is felt that these workers cannot easily be replaced. In his opinion, the migration from Boeings' should be stopped before women are trained.

Mr. Wadleigh replied that many of the losses are due to induction into the Army and that Boeings' hasn't much overtime because there isn't material and equipment available to permit it. He thought it a problem for the War Production Board, not Boeings', to handle.

The chairman made the point here that management and labor know what the problem is - how many people will be needed - and consequently should get together and proceed with a reasonable plan for solution.

Mr. Wadleigh Stated that a part of the problem, the differential in wage scales between aircraft manufacture and shipbuilding, will have to be settled nationally. He concluded that the company will require 500 people per week and is not concerned about the sources from which they are obtained.

A general discussion followed in which the union officials criticized the too rigid application of company rules, the lack of proper ventilation as well as the differential of wage scale between aircraft manufacture and shipbuilding.

The chairman returned to the discussion to problem of replacements for loses of workers.

Commander Manock expressed the belief that women could be employed in a greater number of occupations in aircraft manufacture than in shipyards. He quoted reasons for migration given him by workers calling at his office as: no overtime work; better pay in other plants; temporary slow down because of material shortages; jobs available nearer home; inadequate transportation; lack of supervision; returning to farms; dissatisfaction because of not enough work to do.

Further general discussion followed in which the union officials repeated their criticism of the company operation and outlined the operation of the grievance committee.

It was suggested at this time that representatives of Boeing's management and of the unions meet with Area Committee in an executive session to work out a feasible, coordinated program. The Chairman's opinion was that an effort should be made by management and labor to get together to attempt a solution of the problem.

Returning to the subject of training, Mr. Johnson asked Mr. Lindsay if it would be desirable to stop fee-employment training so that the shortage might affect the process of arbitration on other matters, to which Mr. Lindsay replied that the union approves training of women but a limit has been put on the number of women to be trained to call attention of the proper authorities that something must be done to remedy matters brought out at this meeting.

The Chairman indicated his doubt as to how management and labor wished to proceed and as a result, it was agreed to discuss it further at an executive session of the Area Committee.

Letter from Boilermakers' Union

A letter from the Boilermakers' Union (copy attached) was read by the Chairman. Mr. Steele stated he called Boilermakers and they told him that they had turned a number of Boeing men away; that they had quit primarily because they were getting 62½¢ and needed more money. The Boilermakers want some kind of recommendations from this committee as to how to proceed; whether to continue to turn them down or whether to place them when they come up with their blue slips from Boeing's.

Mr. Cotton's opinion was that there is no objection finding a job for which he is better suited. However, he thought that one condition causing dissatisfaction is that men are hired into jobs for which they are not suited and then cannot obtain a transfer to another department. Another, he stated, is that people are coming from inland districts, expecting $62.00 to $65.00 per week, but upon discovering they are unable to live on 62½¢ an hour, they obtain work in the shipyards at 86¢ per hour. A large number, he continued, keep a home in the district from which they came with a family, trying to live on the balance of the wages. Mr. Cotton also indicated that complicated company rules are causing difficulty.

The Chairman pointed out that these matters are for management and labor to agree on between themselves.

Mr. Cotton agreed that there is a differential of wages between wages in aircraft and shipbuilding for the same class of unskilled jobs. He also agreed to having training programs in the plant but does not believe they should be permitted to reduce the incomes of those working. Furthermore he feels that to train people who then migrate to other industries is not a satisfactory arrangement.

Col. Nelson believes that the problem is nation-wide and consequently cannot be solved by the Area Committee.

At this time the question was restated: Shall the Boilermaker's Union put the aircraft workers on their hiring list after leaving Boeing's?

Messrs. Tracey and Cotton agreed they should.

It was suggested by Commander Manock that by mutual agreement, the Unions establish a filter board to give approval to migration cases put before it.

The question was raised whether Boeing's management objected to losing these men to the shipyards, but nobody present could speak for the Boeing Aircraft Company, However, it stated that no objection by the management had been heard by anybody present.

To clarify the situation, Col. Nelson reiterated the policy of the War Production regarding the functions of the Area Committee.

Letter of Complaint from Tacoma

The Chairman then read a letter from a man in Tacoma who complained that a union in Tacoma refuses to take his application for work. The letter was referred to Mr. Tracey for investigation and report at the next Area Committee meeting.

Migration of Labor from the Aluminum Plant to the Shipyards

The complaints of the Aluminum Company and Reynolds Metals Company that they are losing workers to the Vancouver Shipyard was outlined and the necessity for preventing partial shut down of production in the Vancouver plant was emphasized.

It was agreed that Gen. Winsor and Col. Nelson constitute a committee to take up the problem with the Aluminum Company and the Kaiser Companies, upon which some preliminary discussions have been held by the Executive Officer.

C O P Y

INTERNATIONAL BROTHERHOOD

OF BOILER MAKERS, IRON SHIP BUILDERS AND HELPERS

OF AMERICA

Subordinate Lodge No. 104 April 29, 1942

Address of Writer 711 1st West
Seattle, Washington

Mr. Lale Steele
960 Stuart Building
Seattle, Washington

Dear Sir:

Just what are the policies of your office in regard to the men who have quit the Boeing Company and are now seeking employment through our organization? These men crowd our Dispatch Office practically all day long seeking work in the shops and shipyards.

For some time, Mr. Miller has refused to dispatch these men because by doing so, it would only encourage others to quit the Boeing Company Plant and seek work under our jurisdiction.

Lately, some of these men feel rather resentful towards our organization because they think that we are black-listing them, which I can assure you is not so.

We would appreciate your cooperation in this matter so that we can work out a set policy that will apply to all former employees of Boeing Co. or any other defense project, one which would be fair and just to all.

Very truly yours,

BOILERMAKERS LOCAL 104

Signed - Dan P. McKillop

DPMcK:ls

EIGHTH MEETING OF THE

WASHINGTON INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Seattle, Washington
April 30, 1942

## Members Present

The name of Harry J. Martin, State Director, Contract Distribution Division, War Production Board, should be added to the list of members present.

Miss Anderson

XII
Washington Area
No. 8 - 4/30/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Eighth Labor Supply Committee Meeting
Seattle - April 30, 1942

## LABOR RECRUITMENT

### Boeing's Loss of Personnel

Mr. Lindsey, Educational Committee, Aero Mechanics, made a statement to show that Boeing's loss of personnel is due to increased remuneration in other war industries. He emphasized that the union is concerned about this because it is felt that these workers cannot easily be replaced. In his opinion, the migration from Boeing's should be stopped before women are trained.

It was stated that many of the losses are due to induction into the Army as well as lack of overtime work due to a shortage of material and equipment. This, however, is believed to be a problem for WPB. It was stressed that the wage differential problem between aircraft manufacture and shipbuilding will have to be settled nationally.

Commander Manock expressed the belief that women could be employed in a greater number of occupations in aircraft manufacture than in shipyards. He quoted reasons for migration given him by workers calling at his office as: no overtime work; better pay in other plants; temporary slow down because of material shortages; jobs available nearer home; inadequate transportation; lack of supervision; returning to farms; dissatisfaction because of not enough work to do.

## DEFENSE TRAINING

### Training of Men and Women at Boeing's

A meeting of an Advisory Committee of both management and labor was held about a week ago regarding training at Boeing's, at which no agreement was reached. A statement was made by the union that they would allow 50% women to be trained. Boeing has requested 500 persons a week to be trained.

There are 83 classes operating at the present time with a total enrollment of 1184 on State-wide basis and this should allow them to turn out 394 per week. By filling up present classes to 1660, and turning out trainees on a three-weeks' training basis, there should be 533 per week.

The availability of male trainees in many centers is practically zero and there appears to be no possibility of increasing the number. USES Field Supervisors report there is no back-log of male trainees in any center. In his opinion, availability of male trainees in the State is nil.

## DISRUPTIVE RECRUITING PRACTICES

### Migration of Labor from the Aluminum Plant to the Shipyards

The complaints of the Aluminum Company and Reynolds Metals Company that they are losing workers to the Vancouver Shipyard was outlined and the necessity for preventing partial shut down of production in the Vancouver plant was emphasized.

It was agreed that Gen. Winsor and Col. Nelson constitute a committee to take up the problem with the Aluminum Company and the Kaiser Companies, upon which some preliminary discussions have been held by the Executive Officer.

## COMMUNITY PROBLEMS

### Report of Transportation Committee

The transportation system was organized to carry 227,000 passengers each weekday which has risen to 374,000 in March. Boeing reports that 47% of their workers' cars are to be laid up on account of tire shortage with an additional 33% which will not be useable in another year. The transit company is endeavoring to acquire new buses. The study is based upon the movement of war workers in plants in time to meet shift changes--the balance of the public will have to ride at times other than peak for war workers. The shifts at Boeing's must be changed. The plan will enable Plants #1, #2 and #3 to get home before the 19,000 at Harbor Island Shipyards take the buses. Boeing has promised to report regarding shift changes as soon as they have been decided upon. Adjustments will have to be made in the hours of the metropolitan district.

Field Management Division
United States Employment Service
May 15, 1942

Miss Anderson

XII
Southern California
No. 31 - May 4, 1942

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Thirty-first Labor Supply Committee Meeting
## Los Angeles - May 4, 1942

## LABOR RECRUITMENT

### Recruitment and Placement of Shipyard Workers

In connection with the establishment of a special unit in the Los Angeles USES office to take care of the employment of displaced workers, in view of the fact that displacements are comparatively few and the supply of available labor in all lines is becoming scarce, it seems that this special displaced unit is not essential. However, the Committee definitely raised the point that in the shipbuilding office to be established by the USES, such attention should be given to job family analyses, in order that transition from employment in one occupation to a related type of work may be handled in an intelligent and orderly way.

## DISRUPTIVE RECRUITING PRACTICES

### Labor Pirating

In order to assist in the development of an orderly method of recruitment of personnel for sub-depots in this area, a meeting was arranged by the LSC through contact with the U. S. Civil Service Commissioner, Commander of the Sacramento Air Depot, the Executive Officer of the U. S. Army Air Corps Western Procurement Division, and the aircraft companies. The meeting was held on May 4, 1942, with 18 representatives of interested agencies and aircraft firms in attendance.

It is recognized that the employment situation presents a common problem between the Air Corps Procurement Division, the Air Corps Sub-depots, and the U. S. Civil Service Commission, and that there is a limited supply of certain types of men urgently required by the Air Corps. Therefore, in the future when workers are needed by the sub-depots, such offices will get in touch with the local U. S. Civil Service Office for names of eligibles from the register. If the register has been exhausted, an endeavor will be made through the Civil Service Office to recruit workers from the open market. If it appears that this will not produce the necessary results, a contact will be made with Colonel Branshaw's office, so that aircraft companies may be requested to release a skilled worker, if he can be spared, to the sub-depot, either temporarily or permanently, to relieve the need of the sub-depots.

Field Management Division
United States Employment Service
May 15, 1942

RB

# THIRTY-FIRST MEETING OF THE
# SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Los Angeles, California
May 4, 1942

WOMEN'S BUREAU
MAY 14 1942
DEPARTMENT OF LABOR

## Members Present

### PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

### MANAGEMENT

Frank A. Barnhill, Charles R. Hadley Company
Garner A. Beckett, Riverside Cement Company

### LABOR

Lloyd Mashburn, L. A. Building Trades Council, AFL
Lee R. Smith, Regional Labor Representative, WPB

### LIAISON OFFICER, SOS

Colonel Walter H. Adams, U. S. Army

### U. S. NAVY

Lieutenant Commander A. G. Berry, Jr., USNR

H. R. Harnish, Executive Officer

## Visitors

W. K. Hopkins, District Representative, Training Within Industry
Charles Fishburn, Training Within Industry
James A. Nielson, U. S. Civil Service Commission

The meeting was called to order by the Chairman, Mr. David T. Babcock, at 5 p.m.

MAY 11 1942

MAY 11 1942

JLB

1. Report of Chairman David T. Babcock:

(a) Labor Pirating

At the April 27 meeting of the Committee, our members were apprised of the prevailing serious situation wherein the aircraft industry was losing many final inspectors and skilled mechanics to the Army Air Corps Sub-depots in the area, without a final release, it having been reported to the aircraft workers that special inducements, such as inexpensive living quarters, gas at ten cents a gallon, and tires for the duration of the war, would be guaranteed to them if they accepted the new employment. Due to the fact that it was understood that U. S. Civil Service lists, for utilization by the sub-depots, have been practically depleted, recruitment by some of the sub-depot officials had not first been cleared through the Federal Civil Service Office, which would have been the correct procedure.

In order to assist with the development of an orderly method of recruitment of personnel for the sub-depots in this area, a meeting was arranged by our group through contact with Mr. Harry Krantz, U. S. Civil Service Commissioner, San Francisco; Col. John M. Clark, Commander of the Sacramento Air Depot, who is in charge of local sub-depots; Col. Charles E. Branshaw, Executive Officer of the U. S. Army Air Corps, Western Procurement Division; and the aircraft companies. On May 4, 1942, at 10:00 a.m. in the Labor Supply Offices, the following persons met to work out the problem:

Mr. James A. Nielson, Special Representative, 12th U. S. Civil Service District
Lt. Col. J. W. Brown, Sacramento Air Corps Depot
Major Paul Blair, March Field Sub-Depot
Capt. George Vawter, Victorville Sub-Depot
Mr. C. D. Watkins, Victorville, Calif.
Col. D. F. Stace, U.S. Army Air Corps, Western Procurement District
Mr. Jack Jones, North American Aviation, Inc.
Mr. J. C. Jenkins, Lockheed Aircraft Corp.
Mr. C. J. Carr, Douglas Aircraft Co.
Mr. S. O. Porter, Douglas Aircraft Co.
Mr. W. G. Tuttle, Vultee Aircraft Co.
Mr. Walter Gage, Northrop Aircraft, Inc.
Mr. Carl Freshwater, Northrop Aircraft, Inc.
Mr. C. H. Batchelder, Consolidated Aircraft, Inc.
Mr. David T. Babcock, Area Labor Supply Committee
Mr. H. R. Harnish, Area Labor Supply Committee
Mr. Charles Fishburn, Training Within Industry
Mr. Lee R. Smith, Regional Labor Representative, WPB

The meeting was productive of excellent results; briefly, it developed the following information and final determinations:

Col. Clark has previously issued orders to the effect that sub-depots should not employ aircraft workers without first procuring a final release. However, in some cases, receipt by sub-depots from aircraft companies of the service record of prospective employees, was mistakenly accepted as being the final release.

To correct current reports that special privileges would be guaranteed to sub-depot employees (as shown above), Lt. Col. J. W. Brown, of the Sacramento Air Corps Depot, who represented Col. John M. Clark at the meeting, stated that he would direct a letter to Col. Charles E. Branshaw, of the Army Air Corps Western Procurement Division, disproving such reports. This letter will be brought to the attention of the aircraft companies, so that employees considering a change of employment because of such reported special inducements, may have the true facts.

It is recognized that the employment situation presents a common problem between the Air Corps Procurement Division, the Air Corps Sub-depots, and the U. S. Civil Service Commission, and that there is a limited supply of certain types of men urgently required by the Air Corps. Therefore, in the future when workers are needed by the sub-depots, such offices will get in touch with the local U. S. Civil Service Office for names of eligibles from the register. If the register has been exhausted, an endeavor will be made through the Civil Service Office to recruit workers from the open market. If it appears that this will not produce the necessary results, a contact will be made with Colonel Branshaw's office, so that aircraft companies may be requested to release a skilled worker, if he can be spared, to the sub-depot, either temporarily or permanently, to relieve the need of the sub-depots. Of course, in the case where an aircraft worker has, for various reasons, received a final release of employment, the above-mentioned recruitment plan is not applicable.

Those in attendance at the meeting expressed appreciation for the opportunity to clear up this labor supply problem. It was recognized that if the interested parties had not met to clear up the recruiting problem, a serious condition would have resulted.

(b) Agriculture

During the week, a luncheon meeting was called by the Chairman, to discuss briefly the agricultural labor supply. Those in attendance at the meeting were Mr. Clifford Britton, who has been assigned by the United States Employment Service, for the purpose of giving special attention to agricultural problems in Los Angeles County; Mr. Howard Miller, of the Los Angeles Chamber of Commerce Agriculture Division; Mr. H. R. Harnish, Executive Officer; and Mr. Babcock.

Mr. Britton and Mr. Miller, who were advised of our Committee's desire to be of the utmost assistance in connection with the agricultural situation, were most appreciative of our offer of cooperation. It is anticipated that endeavors to work out plans for an adequate supply of labor for agriculture will be carried out by the mutual efforts of interested groups.

Representatives of our Committee will attend a meeting of the Southern California agricultural employers' group, called by the Los Angeles Chamber of Commerce, on May 8, 1942.

(c) California Institute of Technology Conference

Chairman Babcock said he felt the all-day conference arranged by and held at the California Institute of Technology on Saturday, May 2, on the subject, "Manning and Managing Our Arsenal," was one of the finest of its kind ever held here. About 550 persons were in attendance, representing employers, employees, unions, and educators.

## 2. Selective Service

Col. Walter H. Adams reported that he attended a meeting with shipyard officials on April 30, in company with Lieut. Commander A. G. Berry, Jr., Major Ben R. Howell, of National Headquarters, Selective Service, and Major Howard P. Witten, of California Headquarters, Selective Service. Col. Adams stated it is his understanding that the shipyards will cooperate in endeavoring to compile a simplified job classification list, for use of local Draft Boards.

At a meeting, also on April 30, attended by Major Howell, Major Witten, and Col. Adams, with officials of the aircraft industry, the need for such a simplified job classification list (as far as Selective Service is concerned), was also stressed, and the companies represented expressed themselves as being in favor of preparing the material.

## 3. Recruitment and Placement of Shipyard Workers

It was brought out at the meeting that when the tentative proposal for recruitment and placement of shipyard workers was prepared by the Committee, provision was made for the establishment of a special unit in the Los Angeles Office of the

United States Employment Service to take care of employment of displaced workers, due to the fact that customary employment of large groups of workers was being terminated at the time on account of war emergency adjustments in industry. However, now that displacements are comparatively few, and the supply of available labor in all lines is becoming scarce, it would seem that this special displaced unit is not essential. However, the Committee definitely raised the point that in the shipbuilding office to be established by the United States Employment Service, special attention should be given to job family analysis, in order that the transition from employment in one occupation to a related type of work will be handled in an intelligent and orderly way.

4. Labor Supply - Work Projects Administration

From a recent statistical report which came to the attention of the Committee, it was noted that in Los Angeles there are 20,966 persons on the rolls of the Work Projects Administration, 9,680 of whom have an "A" physical classification. These figures again point to the fact that the WPA rolls are a potential source of labor supply which should be utilized. Following additional verification, this matter will be discussed at the next meeting of the Committee.

The meeting adjourned at 7:00 p.m.

Miss Anderson

XII
Southern California Area
No. 32 - 5/11/42

WOMEN'S BUREAU
JUN 2 - 1942
DEPARTMENT OF LABOR

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Thirty-second Labor Supply Committee Meeting
## Los Angeles, California - May 11, 1942

## LABOR RECRUITMENT

### San Diego

Three members of the LSC met with the San Diego Civilian Defense Labor Relations Committee, May 5, in San Diego. This San Diego Committee, after careful study, had recommended that the aid of company management and government agencies be sought to remove arbitrary qualifications which are keeping San Diego residents out of war industry jobs. These four points were covered: (1) Removing of top age limits for war industry, with no arbitrary age limit. (2) That arbitrary rulings against physically handicapped persons be removed. (3) That requirements for proof of birth be relaxed or done away with. (4) That arbitrary educational qualifications be abolished.

### War Production Industries

The Executive Officer pointed out that the labor supply market is becoming more stringent in this area and recruiting of desirable workers more difficult. Some employers have reduced their standards, particularly with regard to age. However, such relaxation has not yet been executed to provide assimilation of local available labor. It is recommended that very few clearance orders be sent to this area, as it is found that local employers are looking for the same type of workers listed on clearance orders.

## DEFENSE TRAINING

### Pre-employment and Upgrading Training

Three members of the LSC attended a meeting called to consider the current status of pre-employment training programs,, which were set up to meet requirements of the San Diego aircraft industries. All of the San Diego aircraft companies were represented, and all desired to employ only women who have had good experience or pre-employment training. Members of the San Diego school system advised that they have in excess of 500 vacancies. It was the consensus that pre-employment courses should continue rather than be diverted to supplementary training. The Executive Officer stressed the desirability of training as many women as possible and establishing a policy of employing local female labor. All San Diego aircraft companies have concurred in this and signified their approval of having the USES select trainees. Indications are that there are 8,000 women residing in San Diego who could be trained for aircraft employment.

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## MINORITY PROBLEMS

### Employment of Friendly Aliens

It is the opinion of the Committee that some definite action should be taken in connection with readily securing employment permits for friendly aliens, as it is recognized that this group represents a sizeable and desirable supply of labor, for the most part. A specific instance in connection with this problem is concerned with the endeavors of a local aircraft company to obtain a permit to employ a skilled propeller manufacturer, who is a British subject. This man was placed with a shipbuilding company, in a clerical capacity; however, his skill in aircraft should be utilized. Mr. Frank Barnhill, of the LSC Committee, will confer with the British Consul in Los Angeles, to obtain additional information as to the importance of the problem.

### Importation of Mexicans for Agricultural Work

As to the question of importation of Mexican labor to alleviate a shortage of agricultural workers, our Committee at its May 11 meeting indicated that it is of the opinion that this should not be undertaken until it can be proved there is a reasonable necessity for such action, and that if it is done, such workers should be brought in only on a work permit basis, and be returned to Mexico as soon as the need for their assistance has been served.

Several Committee members again stressed the fact that utilization of mobile groups of Japanese, under guard, to work in agriculture would assist materially in lessening a labor shortage in this industry.

### Complaints of Discrimination Against Racial Groups

During the week, members of the Committee conferred with four war production contractors regarding discrimination against racial and minority groups. The Committee was successful, in all four cases, in having such restrictions removed.

Field Management Division
United States Employment Service
May 27, 1942

# THIRTY-SECOND MEETING OF THE SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Los Angeles, California
May 11, 1942

## Members Present

PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

MANAGEMENT

Frank Barnhill, Charles R. Hadley Company

LABOR

Lloyd Mashburn, L. A. Building Trades Council, AFL

LIAISON OFFICER, S.O.S.

Colonel Walter H. Adams, U. S. Army

U. S. NAVY

Lieutenant Commander A. G. Berry, Jr., USNR

H. R. Harnish, Executive Officer

## Visitors

Charles Fishburn, Training Within Industry Division, WPB

The meeting was called to order by the Chairman, Mr. David T. Babcock, at 5:00 p.m.

MAY 18 1942

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## 1. Agriculture

On May 8, Chairman David T. Babcock and Executive Officer H. R. Harnish attended a meeting called by the Agriculture Committee of the Los Angeles Chamber of Commerce. A general discussion of labor supply problems in this area took place. Our Committee members raised the point that difficulties will continue to be encountered in planning a program for recruitment of agricultural labor unless authentic data concerning actual requirements is made available. Assurance was received from the Chamber of Commerce agricultural group that within two weeks the farmers and agricultural associations here will have accumulated the necessary factual information. It appeared to be their opinion that a supply of labor mentioned by some groups as being available for use in California, would not actually be forthcoming, due to a great extent to the spreading of war production contracts, and that, therefore, it will be necessary to import Mexican labor on a work permit basis.

It is apparent that there should be some coordination of the many committees and groups which are studying the agriculture problem here.

Fay Hunter, Chief of the Agriculture Section, United States Employment Service, Washington, D. C., and Al Norton, Agriculture Representative for the Western States, of the Social Security Board, met with Mr. Babcock and Mr. Harnish in the Labor Supply Office on May 9. Mr. Hunter indicated that he feels there is a supply of labor available in some of the states adjoining California, and that an orderly rotation of such a group of workers around the various crops would go far toward solving the problem in this state.

Mr. Hunter and Mr. Norton were assured of all possible cooperation by our Committee in working out this labor supply matter. It was suggested that when farm placement supervisors of the USES are in this area, they should contact this Committee.

As to the question of importation of Mexican labor to alleviate a shortage of agricultural workers, our Committee at its May 11 meeting indicated that it is of the opinion that this should not be undertaken until it can be proved there is a reasonable necessity for such action, and that if it is done, such workers should be brought in only on a work permit basis, and be returned to Mexico as soon as the need for their assistance has been served.

Several Committee members again stressed the fact that utilization of mobile groups of Japanese, under guard, to work in agriculture would assist materially in lessening a labor shortage in this industry.

2. San Diego

(a) At the request of the San Diego Civilian Defense Labor Relations Committee that members of our Committee meet with them in connection with labor supply matters, Lt. Comdr. A. G. Berry, Jr., Mr. H. R. Harnish, and Mr. Lee Smith attended the May 5 meeting in San Diego.

This San Diego Committee, after careful study, had recommended that the aid of company management and government agencies be sought to remove arbitrary qualifications which are keeping San Diego residents out of war industry jobs. These four points were covered:

(1) Removing of top age limits for war industry, with no arbitrary age limit.

(2) That arbitrary rulings against physically handicapped persons be removed.

(3) That requirements for proof of birth be relaxed or done away with.

(4) That arbitrary educational qualifications be abolished.

The representatives of our Committee concurred in the recommendations under (1), (2) and (4) above, but felt that the question of citizenship and birth certificates was a problem to be cleared with the War Department. They presented the following verbal information to the meeting:

(1) Employment as of April 15, 1942, in major establishments in industries essential to war production in San Diego totaled 55,665; the total estimated employment on October 1, 1942, is set at 66,741, or an increase of 11,076 new workers, to which must be added 15,000 additional to replace workers lost because of selective service inductions and other labor turnover. This makes a total of 26,076 workers to be recruited during the period April 15, 1942, to October 1, 1942.

(2) Even by radically reducing employer specifications with respect to work experience, skill, physical requirements, and education, the supply of available labor in San Diego is seriously inadequate.

(3) The two principal drains at the present time are the out-migration of aircraft workers and selective service withdrawals. The labor turnover in San Diego aircraft plants is currently about 2,000 to 2,200 workers a month, 85% to 90% of whom quit voluntarily and leave the area. A total loss of 8,000 to 9,000 workers appears likely. It is possible that a total of 7,000 workers now employed in San Diego war industries establishments will be called for selective service in the next six months.

(4) On April 18, 1942, there were 9,872 applications for work on file in the San Diego office of the United States Employment Service, a decrease of more than 3,000 since February 1, and about 5,000 less than a year ago. A large-scale hiring of women, and the relaxation of current employer specifications with respect to skill, experience or work history, and personal characteristics, might make it possible to recruit 3,000 workers from those who are registered for work but are not now acceptable. Another 5,000 to 5,500 workers could probably be secured through other local sources or brought into the labor market by intensive recruiting.

(5) Although these estimates of local available labor are not in accordance with the San Diego Committee findings, it must be borne in mind that it is anticipated that employers in other industries will need about 6,000 workers in addition, not including approximately 3,000 building tradesmen for Camp Pendleton.

(6) The locally available supply of workers is currently being augmented by in-migration at the rate of about 1,400 a month. The resumption of large-scale hiring is expected to result in an increase of in-migration, and from this supply it is anticipated that 6,500 will be hired during the next six months. Under current conditions, our estimate of the available labor supply for the six-month period is as follows:

| | |
|---|---|
| Registered with U.S.E.S. | 3,000 |
| Not registered with U.S.E.S. but local | 5,000 |
| In-migration | 6,500 |
| Employer recruiting | 7,400 |
| Total - | 21,900 |
| Deficit - | 4,100 |

(7) To supply this deficit, three methods seem possible:

(a) Increasing the local, available number of the 8,000 workers.

(b) Augmentation of in-migration

(c) Establishment of an aggressive and carefully-planned recruiting program in other areas.

(8) If the second and third programs, mentioned in (b) and (c) above, are used, a tremendous demand for housing must be met.

Inadequate housing, transportation, and sanitary facilities continue to cause labor turnover and to impede recruiting; it therefore naturally follows that every effort possible must be made to augment the local supply of labor and to correlate employment standards to the local supply.

Regarding the four points made by the San Diego Committee, the Labor Supply Committee representatives presented the following additional comments:

(1) After contacting all war production employers, our Committee representatives felt confident that the age barrier has been eliminated.

(2) The subject of physical requirements calls for additional attention, inasmuch as one of the major companies has raised its requirements in regard to physical examinations.

(3) Several conferences were held regarding educational qualifications required of applicants, and relaxations were obtained.

In discussing these various problems, members of the Labor Supply Committee received the fullest cooperation from the union organizations and employers.

(b) Pre-employment and Upgrading Training

Lt. Condr. A. G. Berry, Jr., Mr. Lee R. Smith, and Mr. Harnish attended a meeting at which were present Capt. F. P. Traynor, Civilian Personnel Officer, 11th Naval District, representatives of San Diego aircraft companies, the United States Employment Service, and San Diego school officials. This meeting was called to consider the current status of pre-employment training programs, which were set up to meet the requirements of the San Diego aircraft industry.

All of the San Diego aircraft companies were represented, and each official stated it was his company's desire to employ only women who have had work experience or pre-employment training.

In this connection, Mr. Graham Sullivan and Mr. John Gifford, of the San Diego school system, advise that they have in excess of 500 vacant stations in their training program, and have not been successful in obtaining sufficient referrals to the classes. This matter was discussed at considerable length, and it was the consensus that pre-employment courses should continue, rather than be diverted to supplementary training. This opinion is based on the view that in order to meet the requirements of the war production industries, the entire available supply of local labor should be trained and absorbed. Difficulties are encountered in attracting workers from other areas, due to the shortage of housing and transportation.

Mr. Harnish discussed with several of the aircraft company representatives the fact that it would be desirable to train as many women as possible, and to establish a policy of employment of local female labor. All the San Diego aircraft companies have concurred in this, and have signified their approval of having the United States Employment Service make selection of trainees. Previously, such pre-selection of trainees was controlled by some of the aircraft companies. All indications point toward the fact that there are probably 8,000 women residing in San Diego who could be trained for employment in the aircraft industry there; the appeal should probably be made on a patriotic basis.

## 3. Labor Supply

### (a) Aircraft

The Executive Officer, H. R. Harnish, reported that the Douglas Aircraft Company El Segundo plant is to be doubled in size and production capacity. This work will begin at once, and will be completed by the end of this year. About 3,000 new workers will be added to the current total of approximately 4,000 by October, 1942. The El Segundo plant has established two interviewers in the Central Aircraft office to work on recruitment for them.

There is considerable confusion regarding the Douglas Company, in connection with operation of the Central Aircraft Office, inasmuch as that company is recruiting for their three separate plants - namely, Santa Monica, El Segundo, and Long Beach. It would appear that their hiring efforts have not been coordinated. Mr. Harnish, in company with Mr. Arthur E. Wood, of the USES, will contact officials of the Douglas Company during the week, in an attempt to work out a more efficient plan for recruiting than is now in effect.

The Committee discussed current activities in the Central Aircraft Office. In this connection, Mr. Harnish stated that for the period March 4 through May 7, 1942, 156,995 contacts were made at the Central Aircraft Office; 39,150 individuals were referred to the aircraft employers, from whom 13,188 were actually hired. It is felt that this is an especially fine placement record for the short time the office has been in operation. However, the statistics also indicate that possibly employers' specifications are not geared to the local supply of labor, in that only one-third of those referred to the aircraft companies found employment.

Mr. Babcock and Col. Walter H. Adams attended a meeting of the Aviation Committee of the Los Angeles Chamber of Commerce on May 6, 1942.

### (b) War Production Industries

The Executive Officer stated that the labor supply market is becoming noticeably tighter in this area, and considerable difficulty is being experienced in recruiting the type of workers desired by war industry employers. It has been noted that some of these employers have been reducing their hiring standards, particularly as to the age group. However, sufficient relaxation along this line has not been made to provide for assimilation of local available labor. It is recommended that very few clearance orders be sent into this area, as it is found that local employers are looking for the same types of workers now being listed on clearance orders.

(c) Aliens

It is the opinion of the Committee that some definite action should be taken in connection with readily securing employment permits for friendly aliens, as it is recognized that this group represents a sizeable and desirable supply of labor, for the most part. A specific instance in connection with this problem is concerned with the endeavors of a local aircraft company to obtain a permit to employ a skilled propeller manufacturer, who is a British subject. This man was placed with a shipbuilding company, in a clerical capacity; however, his skill in aircraft should be utilized. Mr. Frank Barnhill, of the Committee, will confer with the British Consul in Los Angeles, to obtain additional information as to the importance of the problem.

(d) Birth Certificates

The Committee also stressed the importance of definite action toward enabling persons who should be employed in war industries, to procure delayed birth certificates, so that they will be accepted in such employment. Mr. Barnhill will contact the Chamber of Commerce here to determine whether or not they have made any effective progress on this important matter.

(e) Minority Groups

During the week, members of the Committee conferred with four war production contractors regarding discrimination against racial and minority groups. The Committee was successful, in all four cases, in having such restrictions removed.

The meeting adjourned at 6:45 p.m.

Miss Anderson

XII
Oregon Area
No. 9 - 5/16/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Ninth Labor Supply Committee Meeting
### Portland - May 16, 1942

### LABOR RECRUITMENT

#### Shortage of Workers and Labor Turnover in Small Machine Shops

Representatives of the USES attended a meeting of a group of small machine shop employers. It was reported that the machinists union objected to taking men from outside of Portland. Some employers were concerned about the USES filling orders for certain skilled occupations from outside of Portland for fear they might be sent to other employers or used elsewhere than to fill such orders. However union representatives stated that they have no objection to clearing qualified workers in the area through the clearance system of the USES.

#### Aluminum Company of America

A representative of this company outlined the organization of the new reduction plant at Troutdale. The company now employs about 350 people on construction. When the plant is completed approximately 650 men will be required in operation. The company representative stated that there has been some question in the minds of their operating officials regarding the availability of labor to begin operation, but the first group of workers were obtained, through the USES, and operations were begun on schedule. The chairman of the Area Committee extended an invitation to the Aluminum Company to present its labor supply problems to the area LSC as they arise.

#### Agricultural Problems

Mr. Stoll reported on the labor shortage. He advised the committee there was sufficient farm labor to take care of the present needs with the exception of the sugar beet and pea crop; women and children cannot be used for working these crops. Mr. Stoll also told the Committee that the use of Mexican and Japanese labor is being considered.

#### Shortage of Labor in the Lumber Industry

This problem was again presented to the committee. It was stated that there was no way of setting up training classes as men can be trained only in the forest on the job. It was pointed out that such shortages in the lumber industry might result in the felling of trees by the use of dynamite.

## LABOR RECRUITMENT - (Cont'd)

### Volunteers for War Industry Occupations

A representative of the Union Pacific Railroad outlined a plan for professional and clerical people to work on four hour shifts in war industries during their spare time. The Committee agreed to take the plan under advisement and discuss it further at the next meeting.

## DEFENSE TRAINING

### Nine Hour Minimum Pre-Employment Training Classes

Mr. Irwin, Apprenticeship Unit, Department of Labor, advised the Area Committee that a machinist apprenticeship program was started last year, representing the entire machine trade, and there is now in existence a short training program in which Mr. Irwin is assisting.

The Chairman informed the meeting that the recommendation of the Area Committee relative to the nine-hour minimum pre-employment training classes was approved by the U.S. Office of Education, and changes can be made without prior approval from Washington, D.C. As needed, classes can be reduced to six hours.

## DISRUPTING RECRUITING PRACTICES

### Labor Piracy

The matter of labor piracy, which had been discussed in previous meetings, again appeared before the committee when Mr. Martin presented a clipping from a paper wherein a contractor at Shasta Dam advertised for labor. The Chairman stated the matter would be referred to the proper authorities for investigation.

## COMMUNITY PROBLEMS

### Transportation

It was stated that if one-half of the industries of Portland would change shift at 8 o'clock and the other half at 12 o'clock, the carrying capacity of city buses would be tripled. This matter of staggering shifts is to come before the City Committee on Transportation in the near future. Reports of the City Committee meeting held on April 28, were read, copies of which are to be distributed to Area LSC members. Motion calling for a special meeting to discuss the transportation problem was approved. Reference was made to procedures being followed and plans formulated by the Washington Industrial Area Committee.

Field Management Division
United States Employment Service
June 4, 1942

# NINTH MEETING

# OREGON INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Portland, Oregon
May 16, 1942

## Members Present

**PUBLIC**
Otto R. Hartwig, Chairman

**LABOR**
Ralph Peoples, Executive Secretary, Oregon State Industrial Union Council
Ed Hein, American Federation of Labor

**MANAGEMENT**
Eugene Caldwell, Willamette Hyster Company
Jack Murray (representing Edgar Kaiser), Oregon Shipbuilding Corporation

**TRAINING WITHIN INDUSTRY**
Laurin Hinman (representing General H. G. Winsor) Asst. District Representativo

**SELECTIVE SERVICE HEADQUARTERS**
Major Sol Richanbach, U. S. Army

**CIVIL SERVICE COMMISSION**
Mrs. Alys Wallsteed, Special Representative

**UNITED STATES EMPLOYMENT SERVICE**
L. C. Stoll, Director for Oregon

J. E. Carroll, Executive Officer

## Visitors

D. H. Tilson, Aluminum Company of America
Charles H. Elroy, Department of Labor, Wage & Hour Division
Fred B. Irwin, Department of Labor, Apprenticeship Section
James E. Maxwell, National Resources Planning Board
A. Ray Martin, State Director, Office of Government Reports
Herman Miller, Vocational Education Department, State of Oregon
James L. Hays, Manager News Bureau, Union Pacific Railroad
G. L. Harding, United States Employment Service in Oregon

The Chairman called the meeting to order at 10:10 a.m., at 1006 Bedell Building, Portland, Oregon.

JUN 1 1942

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## I. REPORT ON MEETING OF GOVERNMENT AGENCIES IN OREGON

The Chairman asked Mr. Martin to report on the meeting of heads of government agencies in Oregon. Mr. Martin stated that the main purpose of having meetings was to discuss various problems confronting the agencies and to acquaint the agencies so that problems might be directed to the proper authorities.

The Chairman stated he was glad to be able to represent the Oregon Industrial Area Committee at these meetings because he feels certain the meetings concern the labor supply situation. He suggested exchange of addresses and telephone numbers and general outline of the position of each man present so that the Area Committee would be in a position to refer matters to the proper agencies and the proper authority within the agency. There was unanimous acceptance of a suggestion that names and addresses of men in authority in the agencies in Oregon be distributed among members of the Area Committee.

## II. REPORT ON PICKETING OF A CONSTRUCTION PROJECT

Mr. Reed, who had been appointed chairman of the special sub-committee to study and report on the picketing of the CIO construction job by the AFofL, as discussed in the previous meeting, was in Seattle. However, the Chairman gave the meeting a brief outline of the situation and of the action taken.

The Chairman stated that at the outset he had been somewhat concerned as to the position of the Area Committee in such a situation, feeling that if other government agencies had been established to take care of such matters, the Area Committee should refer these matters to the proper agencies for action. Mr. E. P. Marsh, representing the Conciliation Service of the U. S. Department of Labor, had been consulted and it had been agreed that Mr. Marsh would report the matter to Dr. Steelman, Chief of the Conciliation Service.

In the meantime, Mr. Peoples, in his official capacity with the CIO, had communicated with Mr. Phillip Murray, in Washington, D.C., concerning the matter in question and Mr. Murray had met with the War Production Board. Mr. Gillis, who represented the War Production Board, was requested to obtain all pertinent information on the subject. Mr. Marshwas requested to submit all the information he had at hand to Mr. Steelman in order that the latter might discuss the problem with the War Production Board in an effort to determine what action should be taken.

The Area Committee was reminded by the Chairman that, at previous meetings, the position had been accepted that this problem should be held in abeyance until some further information was obtained to determine whether the Area Committee is the proper agency to handle such matters.

A MOTION was approved to hold the matter over until the next meeting, when Mr. Reed could report in person.

## III. REPORT ON SHORTAGE OF LABOR IN SMALL MACHINE SHOPS

The Chairman explained that he had received telephone calls from a number of employers representing small machine shops, notifying him that a group of these employers were planning to hold a meeting, to which a member of the Area Committee was invited.

Inasmuch as the Chairman and the Executive Officer of the Area Committee were compelled to be out of Portland at the time of the meeting, representatives of the United States Employment Service attended the meeting. It was reported that the objection of the Machinists' Union to taking men from outside of Portland was discussed; apparently some apprehension was expressed by members of the employer group concerning this problem. The employers were also concerned about the fact that perhaps workers brought in by the United States Employment Service to fill orders for certain skilled occupations might be sent to other employers or used elsewhere than to fill such orders. The employers' representative was advised by the Chairman of the Area Committee, by telephone, of the purpose of the Committee and its functions in such problems.

At a later date, the Chairman and the Executive Officer held a meeting with the international and local representatives of the Machinists' Union. The union representatives pointed out that machinists referred to jobs at regular union scale will not always accept such work, due to the possibility of securing jobs at considerably higher wages than the union scale.

Union representatives positively stated that they had no objection whatsoever to clearing qualified workers into this area through the clearance system of the United States Employment Service. The Chairman suggested a joint meeting, to be held in his office, of the employers and union representatives for an interchange of ideas on labor supply problems existing to date, but this further meeting was not considered necessary by the union representatives.

Mr. Irwin advised the Area Committee at this point that a machinist apprenticeship program was started last year, representing the entire machine trade, and there is now in existence a short training program in which Mr. Irwin is assisting.

The Chairman informed the meeting that the recommendation of the Area Committee relative to the nine-hour minimum pre-employment training classes was approved by the U. S. Office of Education, and changes can be made without prior approval from Washington, D. C. As needed, classes can be reduced to six hours.

## IV. STATEMENT BY REPRESENTATIVE OF ALUMINUM COMPANY OF AMERICA

The Chairman introduced Mr. Tilson, representing the Aluminum Company of America, who explained that Mr. Stout, superintendent of the new Troutdale plant, regretted his inability to attend the meeting of the Area Committee.

Mr. Tilson outlined the organization of the new reduction plant at Troutdale and the process of starting a new operation. At the present time, one-third of the total capacity of the plant has been started and in approximately five or six weeks a second potline will be placed in operation; a third line will be completed in the five or six weeks following the second. The company employs about 350 people on construction and when the plant is completed approximately 650 men will be required in the operation. Mr. Tilson stated there had been some concern in the minds of the operating officials regarding the availability of labor to begin operation, but the first group of workers were obtained through the United States Employment Service and operations were begun on schedule.

At the conclusion of Mr. Tilson's statement, the Chairman of the Area Committee extended an invitation to the Aluminum Company to present its labor supply problems to the Area Committee when such problems arise.

## V. TRANSPORTATION PROBLEM IN WAR INDUSTRIES

Mr. Peoples make a statement that if half the industries in the city would change shift at 8 o'clock and the other half at 12 o'clock, the carrying capacity of city buses would be tripled. This matter of staggering shifts is to come before the City Committee on Transportation in the very near future.

Mr. Carroll read reports of the City Committee meeting held April 28 on the bus transportation problem. It was suggested that this report be distributed among members of the Area Committee so that it might be discussed further at the next meeting. The matter of gas rationing is another factor in the transportation problem.

It was the opinion of the Committee that appropriate action should be taken promptly toward a solution of the transportation problem, and a MOTION calling for a special meeting to discuss this problem was approved.

The Chairman called upon the Executive Officer, who described the procedures being followed and the plans formulated by the Washington Industrial Area Committee regarding a solution of this transportation problem in Washington state.

## VI. REPORT ON LABOR SHORTAGE

Mr. Stoll reported on the labor shortage. He advised the committee there was sufficient farm labor to take care of the present needs with the exception of the sugar beet and pea crop; women and children cannot be used for working these crops. Mr. Stoll also told the committee that the use of Mexican and Japanese labor is being considered.

The matter of labor piracy, which had been discussed in previous meetings, again appeared before the committee when Mr. Martin presented a clipping from a paper wherein a contractor at Shasta Dam advertised for labor. The Chairman stated the matter would be referred to the proper authorities for investigation.

A suggestion was made to extend invitations to interested parties in the community to become members of special sub-committees in the study of labor supply problems as they arise in the state.

Another problem presented by Mr. Peoples at this time was the shortage of labor in the lumber and sawmill industry. There is no way of setting up training classes for this type of work, as men canbe trained only in the forest, on the job. Such shortages in the lumber industry might result in the felling of trees by use of dynamite.

## VII. DISCUSSION OF VOLUNTEERS FOR WAR INDUSTRY OCCUPATIONS

The Chairman introduced Mr. Hays, of the Union Pacific Railroad, who outlined a plan for professional and clerical peopleto work on four-hour shifts in war industries during their spare time. It is the thought of Mr. Hays that many professional people are available and ready to work at mechanical occupations in the shipyards and other war industries after receiving proper pre-employment training.

Mr. Hays stated he has received favorable reactions on his idea from various people engaged in vocational or professional work who feel that for patriotic reasons they should spend four hours, three or four evenings a week, making a direct contribution to the war effort.

Mr. Hays has presented his plan to the publishers of Portland newspapers and stated he had found them to be very interested and encouraging. The committee agreed to take Mr. Hays' idea under advisement and discuss it further at their next meeting.

The meeting adjourned at 12:25.

# THIRTY-THIRD MEETING OF THE
# SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Los Angeles, California
May 25, 1942

## Members Present

### PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

### MANAGEMENT

Frank A. Barnhill, Charles R. Hadley Company

### LABOR

Lloyd Mashburn, L. A. Building Trades Council, AFL

### LIAISON OFFICER, SOS

Colonel Walter H. Adams, U. S. Army

### U.S. NAVY

Lieutenant Commander A. G. Berry, Jr., USNR

H. R. Harnish, Executive Officer

## Visitors

Charles Fishburn, Training Within Industry

The meeting was called to order by the Chairman, Mr. David T. Babcock, at 5:00 p.m.

## 1. San Diego

Chairman David T. Babcock stated that last week he met in San Diego with Mr. W. Frank Persons, Director of Public Relations, and Mr. Tom Faulkner, both of Consolidated Aircraft, and Mr. Graham Sullivan, of the San Diego City Schools Department.

The conference, in the main, concerned the problem of securing women trainees for war industries in that community. There are many women who could afford to go to school for a week or two of such training without reimbursement, but who could not maintain themselves for a one-month or two-month training period. The feasibility of a plan was discussed whereby trainees might be put on the company payroll at the end of a one- or two-week training period, and be assigned, while in school, to actual production work for the company.

Of importance in such a program would be the careful pre-selection of trainees, using every possible interviewing tool available, such as taking a careful interview, obtaining a record of previous work experience, and giving manipulative and dexterity tests. By doing production work, these trainees would have to demonstrate aptitude and ability during the training period; otherwise they would be screened out or eliminated, and the possibility of employment in the aircraft plant would be precluded. This training program would provide a means of constructive utilization of materials, and production would be augmented. Under such a plan, arrangements might be made to have foremen from war production plants serve for the most part as instructors, thereby insuring approved work standards. Actual operation of this type of training, which is being used by the Naval Air Station at North Island, has proved that rejection of school production output is as low as 1½%, and that the plan is acceptably workable. Consideration will be given to such a training program in San Diego.

Mr. Babcock also attended the morning meeting of the Civilian Defense Committee in San Diego, in addition to conferring with Captain F. P. Traynor, USN, District Civilian Personnel Officer, on labor supply matters and war production training activities.

## 2. Report of Lieutenant Commander A. G. Berry, Jr.

Lt. Commander A. G. Berry, Jr., stated that he attended a meeting at the offices of the Selective Service Local Board No. 147 in Oxnard, on May 22, 1942, which was also attended by Board members of Oxnard, Ventura, and Santa Paula, Mr. Lee of the USES office at Ventura, and Mr. Robert Beardsley, Jr., President of the Ventura County Farm Bureau.

The general subject discussed was the loss of farm labor to war industries and the armed forces, and the subsequent creation of a dangerous shortage of such workers, especially stoop labor, with special emphasis in connection with citrus fruits, lima beans, and beets.

Such shortage has been brought about by induction of workers into the armed forces, and the problem has been greatly aggravated by farm laborers, many of whom are Mexicans, being attracted to war industries by wages which are higher than they could earn in agriculture. A notable case in point is the employment of many of these former agricultural workers in labor crews for the Naval construction project at Point Hueneme, where they are paid seventy-five cents per hour. This project now has 2200 employees, and it is reported that this figure will be increased.

Commander Berry and Mr. Harnish will continue to give attention to this labor shortage situation.

Commander Berry reported that he and Mr. Charles Fishburn, of the Training Within Industry Division, were present at a meeting held on May 29 in Wilmington, called by the Brotherhood of Electrical Workers Joint Shipyard Training Committee. Management representatives of three AFL yards were in attendance, as well as Union members. Commander Berry outlined the need for training prospective replacements for men who will be inducted into the armed forces. Commander Berry and Mr. Fishburn took part in a question and answer period as to Selective Service procedures and TWI activities.

## 3. Labor Pirating

The Committee continues to be concerned with the serious and difficult matter of pirating of highly skilled men by employers located outside of the State of California. Also of growing annoyance is the placing of blind advertisements in local newspapers. To date, we have been successful in keeping employers of this area in line with the War Production Board policies as to labor pirating and recruiting by advertising in other areas. However, this is becoming most difficult, due to the raids being made upon local plants by other employers.

Inability of aircraft companies to absorb the supply of local labor in the semi-skilled and unskilled categories is one serious result of labor pirating practices. To illustrate, 25 tool designers were lost by Lockheed, Vega, and Vultee aircraft companies during last week due to offers of employment made to these workers by representatives of eastern war industries.

It will be practically impossible to replace these skilled workers. The jobs they filled must be broken down and upgrading training utilized. Numerous semi-skilled and unskilled workers, therefore, will not be absorbed by the companies losing their skilled employees, who were functioning in supervisory capacities.

The trend of action in pirating seems to be that an employer hires a key man from another defense plant, and then obtains a list of the workers from this man, after which he contacts these employees, either by personal visit or by letter. Because of this, it is difficult for us to learn the name of the pirating employer. As a result of the most current specific illustration of this method, mentioned in the preceding paragraph, the Lockheed and Vega Aircraft Corporations lost 18 tool designers, and the Vultee Aircraft Company 7 tool designers, last week; all 25 men are leaving for Detroit and Toledo.

The members of the Committee expressed themselves as feeling that war industry employers have only one customer -- namely, the War Department; and that, accordingly, employers should comply with policies of that Department. It therefore follows that either such policies should be stringently enforced, or contracts should be endorsed, placing definite penalties for non-compliance with such policies.

## 4. Birth Certificates and Work Permits

The Committee finds that the necessity of obtaining birth certificates has been a deterrent in finding employment for those in the racial and minority groups, as well as for citizens of allied nations. In this latter category are many skilled workers for whom the war production employers have not been able to secure work permits from the War Department.

## 5. Hiring Specifications - War Production Industries

The Committee discussed the matter of restrictive employer specifications, which have been relaxed to a certain extent, particularly as to skill and age requirements. The most restrictive specification being utilized by the aircraft industry is the medical examination that is required. Some of the aircraft companies have absorbed a small number of deaf-mutes, and in some cases have employed capable physically-handicapped individuals. However, it is the opinion of the Committee that in order to utilize fully the local labor supply, physical requirements should be relaxed further.

It was brought out that although complaints of discrimination against minority and racial groups continue to come to the attention of the Committee, the situation is considerably improved in this respect. The National Defense Training classes have been opened to minority and racial groups, with an idea toward the development of a labor pool. The result has been that many of the persons in these groups have secured employment through the facilities of the USES.

The Executive Officer brought to the attention of the Committee that there has been a definite relaxation as to requirements for untrained and inexperienced workers. Shipyard companies have absorbed hundreds of only partially trained and inexperienced workers to meet the demands of their production schedules. Several of the large aircraft companies in this area will employ individuals who have successfully passed the USES manipulative and dexterity tests, even though such persons have not had previous work experience or training.

## 6. Executive Officer's Report

### (a) Agriculture

Mr. Harnish stated that he attended a meeting at the Mexican Consulate on May 22, 1942, to assist in the development of a workable cooperative plan for the recruitment of Mexican agricultural labor. The officials of the Consulate were most anxious to assist the State in making agricultural workers available, through the facilities of the 78 to 80 Mexican Honorary Commissions located in California. A subcommittee was selected to develop procedure to submit to the Mexican Consulate. Those in attendance at the meeting were:

Mr. Adolfo de la Huerta, Inspector-General, Mexican Consulate, U.S.A.
Mr. Bruno Newman, attorney representing Mexican Consulate
Dr. Will W. Alexander, Chief, Minority Group Services, Washington, D.C.
Mr. James G. Bryant, Regional Representative, Social Security Board
Mr. Charles Roeth, USES, California
Mr. Arthur Wood, USES, Los Angeles Office
Mr. Al Norton, Farm Placement Representative, USES
Mr. Carey McWilliams, Chief, State Division of Immigration and Housing
Mr. Omer Mills, Farm Security Administration
Mr. H. R. Harnish, Area Labor Supply Committee

(b) U. S. Army Air Depot

Mr. Flood and Mr. Boyle, U. S. Civil Service Commission representatives, San Bernardino, met with the Executive Officer regarding the recruiting of civilian workers for the San Bernardino Air Depot. Present estimates indicate that 14,000 men will be required by 1943. There is no such supply of qualified or trained workers available. Mr. Flood and Mr. Boyle of the Civil Service Commission have requested that one or two members of our Committee attend a meeting to be called at San Bernardino, at which will be present officials of the Air Corps and representatives of the Civil Service Commission, to assist in the solution of the problem.

(c) Pre-employment Training

Mr. Harnish stated he felt that the USES should take immediate steps which would result in the transfer of training equipment to school districts where a supply of trainees is available, such as Hollywood and the area east of Los Angeles, within the Los Angeles City limits.

(d) Manufacturing Order

The Executive Officer brought to the attention of the Committee members Clause 7 of the new manufacturing order approved by the State Industrial Welfare Commission, which becomes effective June 29. Clause 7 reads as follows:

> "7. WORKING EQUIPMENT
>
> "All working equipment shall be furnished, repaired, cleaned, laundered, and maintained by and at the expense of the employer. No employee shall be required to contribute directly or indirectly to the cost of such furnishing, repairing, cleaning, laundering, or maintaining. Working equipment includes machines, tools and any uniform of a distinctive character which may be prescribed by the employer."

Although a question of interpretation arises, in connection with Clause 7, as to whether or not beginning workers should furnish the small hand tools required, the Committee decided not to request such interpretation at this time.

The meeting adjourned at 6:45 p.m.

Miss Anderson

XII
So. Calif. Area
No. 33 - 5/25/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Thirty-third Labor Supply Committee Meeting
Los Angeles - May 25, 1942

### LABOR RECRUITMENT

#### Farm Labor

Lt. Commander Berry reported on a meeting he attended at the office of the Selective Service Local Board for the general discussion of farm labor losses to war industries and the armed forces and the subsequent shortage of such workers, especially stoop labor. Commander Berry and Mr. Harnish will continue to give attention to this labor shortage situation.

#### Relaxation of Requirements in Connection with Employment of Shipyard and Aircraft Workers

The Executive Officer brought to the attention of the Committee that there has been a definite relaxation as to requirements for untrained and inexperienced workers. Shipyard companies have absorbed hundreds of only partially trained and inexperienced workers to meet the demands of their production schedules. Several of the large aircraft companies in this area will employ individuals who have successfully passed the USES manipulative and dexterity tests, even though such persons have not had previous work experience or training.

#### Mexican Agricultural Labor

The Executive Officer reported having attended a meeting at the Mexican Consulate on May 22, to assist in the development of a workable plan for the recruitment of Mexican agricultural labor. Officials of the Consulate were most anxious to assist the State in making agricultural workers available through facilities of 78 to 80 Mexican Honorary Commissions located in Calif. A subcommittee was selected to develop procedure to submit to the Mexican Consulate.

#### Civilian Workers for San Bernardino Air Depot

The Executive Officer met with representatives of the U.S. Civil Service Commission, San Bernardino, regarding this problem. Present estimates indicate that 14,000 men will be required by 1943. Such a supply of qualified or trained workers is not available. The Civil Service representatives requested that one or two members of the LSC attend a meeting to be held in San Bernardino to meet with officials of the Air Corps and representatives of the Civil Service Commission to assist in the solution of the problem.

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## DEFENSE TRAINING

### San Diego--Problem of Securing Women Trainees for War Industries

The Chairman reported on a meeting in San Diego with W. Frank Persons, Director of Public Relations, and Mr. Faulkner, both of Consolidated Aircraft. The feasibility of a plan was discussed whereby women trainees might be put on the company payroll at the end of a one- or two-week training period and be assigned while in school to actual production work for the company. Careful pre-selection of trainees would be of importance to such a program. By doing production work, these employees would demonstrate aptitude and ability during the training period, otherwise they would be screened out or eliminated. Consideration is to be given to such a training program in San Diego.

### Pre-employment Training

The Executive Officer expressed the opinion that the USES should take immediate steps which would result in the transfer of training equipment to some districts where a supply of trainees is available, such as Hollywood and the area east of Los Angeles, within the Los Angeles City limits.

## MINORITY PROBLEMS

### Birth Certificates and Work Permits

The Committee finds that the necessity of obtaining birth certificates has been a deterrent in finding employment for those in the racial and minority groups, as well as for citizens of allied nations. In this latter category are many skilled workers for whom the war production employers have not been able to secure work permits from the War Department.

### Hiring Specifications

The Committee discussed the matter of restrictive employer specifications, which have been relaxed to a certain extent but not far enough. Some aircraft companies have absorbed a few deaf-mutes and some physically-handicapped individuals. It is the consensus of the LSC that in order to utilize fully the local labor supply, physical requirements should be relaxed further. It was pointed out that although complaints regarding discrimination against minority and racial groups continue to come to the attention of the Committee the situation is considerably improved. National Defense Training classes have been opened to minority and racial groups, toward the end of developing a labor pool. As a result many of these persons have secured employment through the facilities of the USES.

## DISRUPTIVE RECRUITING PRACTICES

### Labor Pirating

The Committee continues to be concerned about the serious and difficult matter of pirating of highly skilled men by employers located outside of the State of California. A growing annoyance is the placing of blind advertisements in local newspapers. Inability of the aircraft companies to absorb the supply of local labor in the semi-skilled and unskilled categories is one serious result of labor pirating practices. In many instances it is impossible to replace the skilled workers. The jobs they fill must be broken down and upgrading and training utilized. The trend of action in pirating seems to be that an employer hires a key man from another defense plant, obtains a list of workers from him and contacts these employees either by personal visit or letter. Because of this, it is difficult to learn the name of the pirating employer. A current specific illustration is that Lockheed and Vega aircraft companies lost 18 tool designers and Vultee aircraft, 7 tool designers last week, all 25 men leaving for Detroit and Toledo, and it was the consensus of the Committee that employers should be compelled to comply with policies of the War Department or contracts should be endorsed, placing definite penalties for non-compliance with such policies.

Field Management Division
United States Employment Service
June 5, 1942

Miss Anderson

XII
So. Calif. Area
No. 34 - 6/1/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Thirty-fourth Labor Supply Committee Meeting
Los Angeles - June 1, 1942

## LABOR DISPLACEMENT

### Effect of Job Freezing of Persons Employed in War Industries

The Committee discussed the effect of recent newspaper and radio publicity on the above subject in this area. The USES offices have received innumerable inquiries from employers, employees, and union representatives. Lack of definite information has caused a serious dislocation of workers in the area, and consequently a very substantial loss of man-hours in various plants. This is due to the fact that employees who wish to change jobs, upon learning of the proposed freezing order, quit their current job or took leave (reporting illness, etc.) in order to seek other positions.

It is urgently recommended that hereafter arrangements be made to set up the machinery for carrying out directives in the field prior to any releases from National headquarters, so that employers and employees desiring information on procedures under any such directive will be able to secure it locally, and will then know how they may proceed, thus preventing a serious loss in production.

## LABOR RECRUITMENT

### Screen Actors' Guild

Arrangements have been made to contact the membership of the Screen Actors' Guild which totals 8,190 persons. On May 18, officials of the Guild sent a letter to 1300 of the membership appealing to them to register with the ES for employment or defense training.

To date, several hundred persons so contacted have responded, interviews are being scheduled, and individuals are being referred to employment or training. As soon as the group of 1300 has been handled, an additional group will be contacted on the same basis. Efforts are being made to establish National Defense Training classes in the Hollywood area.

### Utilization of Persons on WPA Rolls

The Executive Officer assisted in completing arrangements for the orderly referral of persons on thw WPA rolls to private employment. WPA is to refer 50 men per day to the 8th, San Pedro Office, of the USES. It has been agreed that agricultural and railroad jobs outside of Los Angeles County are to be definitely considered as suitable employment.

WPA and USES here continue to work closely in connection with referral of women to domestic and service employment. If this program is followed, a material reduction of the WPA rolls should result.

LABOR RECRUITMENT - (Cont'd)

Aircraft Employment and Labor Supply

The Executive Officer reported that arrangements have been made with one of the major aircraft companies to employ men 40 years of age and older on the basis of USES manipulation and dexterity tests. Ten to fifteen men per day are to be tested. Those who pass the test will, regardless of previous work experience, find immediate employment not only in production work but in the semi-clerical field. One ~~Another~~ aircraft company is making arrangements to absorb a number of qualified female Negro workers in its production departments.

Labor Supply Committee - Los Angeles Area
6/1/42

DEFENSE TRAINING

Necessity to Train and Certify Welders

An example of the real need for training and certification of Class A aircraft welders was brought to the attention of the Executive Officer last week when the head of a local manufacturing company in Los Angeles advised that their only certified welder left his job May 28 as a result of the publicity on labor freezing, feeling that he could probably obtain a higher rate of pay elsewhere. Loss of this welder caused practically a standstill in their production. The Executive Director states that he was able to borrow a certified welder from Lockheed on a temporary basis and anticipates locating several certified welders within the next week to be employed permanently by the manufacturer requiring them.

The Executive Director arranged for immediate conferences with school officials to determine what stepz can be taken to train and certify welders in order to eliminate the possibility of similar emergencies arising in the future.

Field Management Division
United States Employment Servace
June 13, 1942

12

6/1/42

# THIRTY-FOURTH MEETING OF THE SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Los Angeles, California
June 1, 1942

## Members Present

### PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

### MANAGEMENT

Frank A. Barnhill, Charles R. Hadley Company

### LABOR

John Despol, Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL

### LIAISON OFFICER, SOS

Colonel Walter H. Adams, U. S. Army

H. R. Harnish, Executive Officer

## Visitors

Charles Fishburn, Training Within Industry

The meeting was called to order by the Chairman, Mr. David T. Babcock, at 5:00 p.m.

JUN 10 1942

LB

1. Employment in War Industries:

The Committee discussed the effect which recent newspaper and radio releases are having in connection with a purported plan to freeze to their jobs persons now employed in war industries.

The Labor Supply Office and USES Offices have had innumerable telephone and personal inquiries from employers, employees, and union representatives since the publicity regarding the proposed freezing was released, such calls being for information as to when the plan is effective; to which group of workers it will apply -- that is, if all war industry employees will be affected; what are the operative procedures set up to carry out and enforce the plan, etc.

The lack of definite information, as a follow-up to the original announcement concerning freezing of war industry labor, has caused a serious dislocation of workers in this area, and consequently a very substantial loss of man-hours in various plants. This has been brought about by the fact that employees who feel they wish to change jobs for one reason or another, upon reading the newspapers and hearing radio releases concerning the proposed freezing order, quit their current jobs or took leaves (reporting illness, etc.) in order to seek other positions.

It is urgently recommended that hereafter arrangements be made to set up the machinery for carrying out directives in the field prior to any releases from National headquarters, so that employers and employees desiring information on procedures under any such directive will be able to secure it locally, and will then know how they may proceed, thus preventing a serious loss in production.

2. Report of Executive Officer:

a. Screen Actors Guild

In connection with recruitment of trainees and workers for war industries in this area, arrangements have been made to contact the membership of the Screen Actors Guild, which totals 8190 persons. On May 18, 1942, the officials of the Guild sent a letter to 1300 of the membership, appealing to them to visit the United States Employment Service Office in Hollywood to file a complete application for employment or defense training. The appeal was made upon a patriotic basis, and included with the letter was a USES form (#324) on which the following statement was typed:

> "I am interested in serving my country in a war industry. In accordance with arrangements made with the Screen Actors Guild, please give me a special appointment for an occupational interview."

To date several hundred persons so contacted have responded, interviews are being scheduled, and individuals are being referred to employment or training. As soon as the group of 1300 has been handled under this procedure, an additional group will be contacted on the same basis. In this connection, efforts are being made to establish National Defense training classes in the Hollywood area.

b. Work Projects Administration

Mr. Harnish conferred with officials of the WPA on May 28, 1942, and assisted in completing arrangements for the orderly referral of those on WPA rolls to private employment. WPA is to refer 50 men per day to the 8th and San Pedro Office of the USES, and it has been agreed that agriculture and railroad jobs outside of Los Angeles County are to be definitely considered as suitable employment. WPA and the USES here will continue to work closely in connection with referral of women to domestic and service employment. If this program is followed, a material reduction of the WPA rolls here should be the result.

c. Aircraft Employment and Labor Supply

(1) Mr. Harnish stated that following several conferences with officials of one of the major aircraft companies here, arrangements have been made for that company to employ men of 40 years and older on the basis of USES manipulation and dexterity tests. It is planned to test from 10 to 15 such men per day, and those who successfully pass the test (regardless of previous work experience) will find immediate employment, not only in production work, but in the semi-clerical field, such astool crib attendants, production control, etc.

(2) Another aircraft company has advised the Executive Officer that it is making arrangements to absorb a number of qualified female negro workers in its production departments.

(3) The fact that there is a real need for immediate training and certification of Class A aircraft welders was disclosed last week by an incident which came to Mr. Harnish's attention. The head of a local manufacturing company in Los Angeles, which has a sub-contract for the construction of aircraft gun mounts, called Mr. Harnish, stating that the only certified welder employed by the company had left his job on May 28th as a result of the publicity on labor freezing, feeling that he could probably obtain a higher rate of pay elsewhere, even though the $1.50 per hour paid is above the customary scale of $1.37½. As a result of the loss of this welder, production was practically at a standstill. Mr. Harnish was successful in borrowing a certified welder from Lockheed, on a temporary basis, and it is anticipated that within the next week several certified welders will be located who can be employed permanently by the manufacturer requiring them.

Mr. Harnish has arranged for immediate conferences with school officials to determine what steps can be taken to train and certify welders, so that such an emergency will not arise in the future.

(4) The Executive Officer stated that a report of the meeting held May 4, attended by representatives of the Southern California Area Labor Supply Committee, the U. S. Army Air Corps Western Procurement District, U. S. Army Air Corps Sacramento Air Depot, U. S. Army Air Corps Sub-depots, and the principal aircraft companies, had been forwarded to the various representatives who were in attendance at the meeting, and that full concurrence in the report was recently secured in writing. A copy of the report is appended.

The meeting was adjourned at 6:30 p.m.

# REPORT OF MEETING HELD MAY 4, 1942, IN THE OFFICE OF THE SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE:

On Monday, May 4, 1942, at 10:00 a.m., a meeting was held in the office of the Area Labor Supply Committee, Los Angeles, California, relative to the pirating of personnel from local aircraft companies by the Army Air Forces' Sub-depots. In attendance were representatives of the Area Labor Supply Committee, aircraft companies, Sacramento Air Depot and Sub-depots, Western Procurement District, and U. S. Civil Service Commission. After considerable discussion of the problem, the following points of agreement were reached:

1. Lieutenant-Colonel J. W. Brown, Sub-depot Control Officer, Sacramento Air Depot, is to address a letter to the Western Procurement District for publicity throughout aircraft plants to the effect that there is no basis for the rumors that sub-depot employees are given draft deferment, food and gasoline from the commissary, housing at $21 per month and tires for the duration of the war.

2. The usual practice in effecting appointments in aircraft ratings at sub-depots is for the sub-depot Commander to request a list of eligibles from the Board of Civil Service Examiners, Sacramento Air Depot, and if such a list is furnished to effect appointments from same. However, if it is apparent to the sub-depot officials that persons appearing on such eligible list are employed in the aircraft industry, no steps should be taken to effect their employment in the sub-depot unless a release is secured from the management of the aircraft company concerned.

   The procedure in securing such a release will be to contact the Western Procurement District, U. S. Army Air Forces, Santa Monica, California, which office will, in turn, contact the management of the aircraft company concerned. In any event, a person appearing on a Civil Service Eligible List shall not be contacted or notified of the position until clearance is obtained in the above stated manner. This procedure will also be followed on lists of eligibles secured from the Twelfth U. S. Civil Service District in San Francisco.

3. In the event that lists of eligibles are not available, open market employment will be engaged in. However, in this connection, it was decided that the sub-depots

will cease their present practice of accepting applications from persons employed in the aircraft industry. In the event that open market employment is necessary, a plan shall be worked out after consultation with Civil Service representatives for recruiting through theresources of the U. S. Civil Service Commission or other recruiting resources that appear to meet the situation. In the event that it appears necessary to draw upon labor in the aircraft industry, contact shall be made with officials at the Western Procurement District, who, in turn, will contact management officials at aircraft companies for personnel. The aircraft companies have agreed to make every reasonable effort to meet such demands but it is understood that no one employed in the aircraft industry will be considered for employment until a release has been obtained from the aircraft management concerned.

4. Lieutenant-Colonel Brown has agreed to estimate sub-depot requirements one year in advance and, insofar as possible, estimate the positions that will be necessary to fill by persons employed in the aircraft industry. This list will be furnished the Manager, Twelfth U.S. Civil Service District, and Civil Service Representatives in Los Angeles for such use as it may be in advanced planning in meeting the sub-depot recruitment problems. It is understood that Civil Service representatives will make this information available to aircraft management and officials of the Western Procurement District.

At present the Board of Civil Service Examiners at Sacramento oftentimes wires the names of eligibles in advance of furnishing examination papers to the sub-depot appointing officers. Thus the appointing officer is not always aware that persons appearing on eligible lists are working in the aircraft industry. It would appear that the Board of Examiners at Sacramento should indicate in their wires where such persons are employed when it is apparent they are employed in the aircraft industry. This can simply be done by indicating the name of the company after the person's name appearing on the wire. It is, of course, recognized that in some instances this information will not be available, viz., when some time has elapsed between the filing of applications and the certification of eligibles to the appointing officer. However, every reasonable effort should be made to determine, in advance, employment in the aircraft industry and where such employment is apparent, no effort should be made to contact the eligible without first clearing with the management of the company concerned.

Miss Anderson

# TENTH MEETING Region XII

# OREGON INDUSTRIAL AREA COMMITTEE

1006 Bedell Building
Portland, Oregon
June 3, 1942

## Members Present

**PUBLIC**
Otto R. Hartwig, Chairman

**LABOR**
F. E. Gordon (representing Ralph Peoples) CIO

**MANAGEMENT**
Todd Woodell (representing Edgar Kaiser) Oregon Shipbuilding Corp'n

**SELECTIVE SERVICE**
Major Richanbach, U. S. Army

**CIVIL SERVICE**
Alys Wallsteed, Special Representative

**TRAINING WITHIN INDUSTRY**
Laurin Hinman (representing General H. G. Winsor) Asst. District Representative

**EMPLOYER**
Morris Jones, Jones Lumber Company

**CONTRACT DISTRIBUTION**
J. E. Yates (representing John G. Barnett) Office of Contract Distribution

J. E. Carroll, Executive Officer

## Visitors

G. Myrddin-Evans, Principal Assistant to Ernest Bevins, Minister of Labor of Great Britain
Miss Joan Meyrick, Secretary to Mr. Myrddin-Evans
Wm. H. Crawford, Member Transportation Advisory Committee, Executive Department, State of Oregon
Fred Irwin, Apprenticeship Representative, Apprenticeship Section, Dept. of Labor
Captain Brennan, U. S. Army
Earl Campbell, Defense Transportation Coordinator, City of Portland
J. S. Carlson, United States Employment Service
F. W. Bessey, National Resources Planning Board
D. H. Tilson, Aluminum Company of America
C. S. Thayer, General Manager, ALCOA Vancouver Plant
Earl Wagner, Personnel Manager, ALCOA Vancouver Plant
David Beetem, Superintendent Pot Room, ALCOA Vancouver Plant
C. T. Heins, Superintendent of Carbon Plant, ALCOA Vancouver Plant

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The Chairman opened the meeting at 2 P.M., with the remarks that the meeting was being held primarily for the purpose of discussing the transportation problem in the State with particular reference to the Portland area.

## I. TRANSPORTATION

He emphasized that although the Area Committee has as its purpose primarily the solution of problems of furnishing labor to war industries, the problem of transportation of these workers has been of great concern. Mr. Earl Campbell, Defense Transportation Coordinator of the City of Portland, had been invited to attend this meeting of the Area Committee and acquaint the members with the work being done by the Mayor's Transportation Committee and the accomplishments of that Committee.

Mr. Campbell stated he presumed the Area Committee would examine the over-all picture of the work of the City Committee and determine if this work dovetails into the requirements of the Area Committee in furnishing war workers. The Chairman agreed that this had been the purpose of requesting Mr. Campbell to attend the meeting.

Mr. Campbell continued that the respective defense areas were requested by the War Department to set up centralized organizations for the purpose of dealing with all factors of the defense transportation problem, furnishing channels through which could go transportation problems presenting themselves in the area. The basic data which the Transportation Committee received from Washington was very sketchy and the Committee proceeded to gather factual data which would allow them to bring together all interests.

The entire program of the Transportation Committee is planned to get defense workers to their jobs. Organized labor was consulted, along with the Maritime Commission and the Office of Defense Transportation. Organized labor invited the Transportation Committee to present the program before the Central Labor Council, and upon presentation of the problem, the Council agreed by resolution to cooperate with the Committee all the way. By this movement, every obstacle which might be presented by labor regulations has been removed, making the job easier for the Transportation Committee.

The staggering of working hours is only one element of the program for alleviating the transportation load. Some of the other elements in this program are rubber conservation, conservation of automotive equipment, utilization of automotive equipment to the maximum of efficiency, development of educational features such as "share the ride" plan and an X-ray of the mass transportation problems to determine whether the facilities of mass transportation have been used to the utmost. The immediate problem is using present equipment to the best advantage, making it last as long as possible.

Mr. Campbell explained that to make some headway in the staggering of working hours, it was necessary to secure factual data on the actual load on the streets and highways. Present figures show the peak load on the streets to be 49,000, when the capacity for the highest efficiency is 29,000 - an overload of 20,000 riders. Recognizing that the present condition is only temporary and will steadily grow worse, an effort is being made to reduce this overload in the mass transportation system.

The staggering of working hours is not meant for the men working in war industries, but rather the staggering of school hours, non-defense workers, governmental offices, retail stores, public utilities and any other measurable elements such as the large insurance and public service companies. Factual data was compiled on the most important of the measurable items by running a survey on all industries and schools, the survey covering Multnomah County and Vancouver, Washington.

Staggering of hours has been begun by the retail stores, as factual data showed that of all measurable items, the retailers probably affected more people than any other industry. The retailers were contacted, through their various organizations, and the problem was presented to them, with the explanation that retail store hours of 10 to 6 would reduce the load commensurate with necessity. Retailers are cooperating with this to an extent that 95 per cent of the stores in Portland now have hours of 10 to 6.

This plan was not meant to take care of the 20,000 overload which was mentioned earlier, but it will enable the Transportation Committee to determine where the next move should be made. It is too early to estimate the exact effect of the staggering of hours in the retail stores, but when a loading test was taken on a given day of the week it was found that the shifting of these people from the 5:30 load to the 6:00-6:30 load released for war worker transportation 11 more units.

An attempt is being made to disturb no industries unless it is absolutely necessary, and the job of staggering hours to relieve the transportation problem must be done progressively. In some instances, it might be necessary to begin work at noon and work until nine o'clock at night to suit the convenience of the was industry plants.

Mr. Campbell thought that the Portland area has the highest average of men per car of any defense area in the United States, having an average of 3.4 men in each car. As tires disappear and an additional load is thrown on mass transportation, the committee is working along the lines of developing plans even down to bringing people living in the same block together to double up in cars. However, this work demands a great amount of detail and planning.

The program of conservation and transportation, Mr. Campbell continued, is state-wide, and although conformance to regulations and ordinances is sometimes disregarded, clearance is being given to getting the job done. Were this attitude not taken, the plans would still be "on paper", with nothing being accomplished.

"Selective" staggering has been found impractical; entire industries must change their hours, not only selected organizations within the industry.

Housing is having and will have a tremendous effect on production, as workers living in Vancouver will affect the ferry facilities and train facilities.

Mr. Campbell emphasized that it is impossible to get new trolleys and buses. In the event it is necessary to have additional mass transportation facilities, there may be orders from national headquarters for a reapportionment of mass transportation, whereby buses will be taken from cities not having the load caused by war industries and placing them in cities needing such facilities. Future plans are being made by the Transportation Committee should this actually happen.

Mr. Campbell requested that the Area Committee extend any suggestions they might have.

In line with the transportation problem of getting shipyard workers to their jobs, Mr. Woodell stated that the 150 buses which are now on order, together with the existing mass transportation facilities, might be able to take care of the present load IF it were not so necessary to conserve the use of rubber as much as possible. The office of Defense Transportation is very much concerned about the use of rubber and urges the use of train and ferry facilities. The plan for getting shipyard workers to their destination is

1. Buses direct to shipyards
2. Use of ferries
3. SP & S Train to and from Vancouver, Washington

As an additional aid, Mr. Woodell believed the housing which is being furnished will be close to the shipyards.

In reply to questions from various members of the Area Committee and the visitors, Mr. Woodell advised that the plans being laid provided for the ferries to arrive at the yards in time to give the men fifteen minutes to get to their posts for work, with a similar allowance of time for men leaving the shift to board the ferry for their return trip. The fare is expected to be 5¢ each trip, 10¢ round trip. Railroad fare will be 25¢ for each round trip from Vancouver to Portland.

It is hoped that the ferries which are now being brought from California (at a cost of approximately $100,000) will be in use within the next two months, and the same length of time is allowed for preparation of the railroad transportation from Vancouver. Thus, additional transportation will be furnished before the peak of employment in the Vancouver and Swan Island yards is reached, which will be sometime in October if hiring continues at the present rate.

Mr. Woodell felt that from the standpoint of his company, a tangible solution had been reached; although it probably is not ideal, nevertheless, it has gone a long way toward solving their transportation problem. The maritime representatives recently visiting the shipyards were of the same opinion, he said.

Mr. Campbell stated, Portland is far ahead of most cities in planning and accomplishment; in fact, cities of the Pacific Northwest are contacting the Portland Committee for ideas to be used. He remarked further that the Portland Committee felt they had done and were doing some definite good, and all interests are cooperating. In reply to an inquiry from Mr. Gordon, Mr. Campbell advised him that is no evidence that labor is not cooperating 100 per cent.

Mr. Jones was interested in the use of the mass transportation facilities for industries other than the shipyards and war industries. Mr. Campbell stated the Committee had data at hand regarding the lumber industry and it remained only to put the information to work. He also advised that nothing in the way of "ordering" an industry to stagger hours is done; the industry is consulted and asked for advice before the committee makes any plans along this line.

Mr. Jones was particularly concerned about the gas rationing. Information received from the East by Mr. Campbell revealed that defense workers have been given quite a wide range on this score and are not being handicapped. Although the gas rationing boards in Oregon have received no instructions in this respect, it was thought the same condition would prevail in Oregon.

The Chairman suggested that Mr. Jones be considering a solution to the problem of transportation should gas be strictly rationed, and also appointed a committee (Mr. Jones, Mr. Gordon, Mr. Hinman) for the purpose of contacting the rationing board relative to information regarding gas rationing.

Called upon by the Chairman, Mr. Crawford told the Area Committee that all cities in Oregon over 10,000 population are meeting at Salem next week to discuss the transportation problem. In the past years, mass transportation has suffered from the use of private cars (of 55,000 travelers to Yellowstone Park in 1941, only 22,000 traveled by mass transportation); now that the pendulum has swung the other way, the problem is to slow down the swing until mass transportation facilities can handle the great increase in travelers, with plans being made for gearing the work of the state committee into the transportation committee of each city, and studies being made relative to the possibility of transferring equipment. Mr. Crawford emphasized the fact that where employers-employees have worked out a solution to the transportation problem of an individual plant or industry, those plans will not be disturbed unless it is absolutely necessary.

The Chairman requested that Mr. Crawford supply the Area Committee with an outline of the program of the State Committee.

Mr. Crawford advised the Area Committee that there will be inconveniences caused by the transportation problem. Buses formerly used for trips to the beach daily may have to be transferred to carry war workers, and trips to the beach will not be made so frequently. Farm folk used to deliveries of milk and bread every day may find themselves getting deliveries only once a week.

It will be necessary for each industry group to clear among themselves such transportation problems as might occur within their group; Mr. Crawford cited the example of 7 delivery trucks from different bread companies making deliveries over the same route each day. Such a group must work out this type of difficulty, or at least attempt a solution, before presenting it to the Governor's committee.

Inasmuch as the transportation problem is so vital, a MOTION that the problem be carried into the next meeting was unanimously passed. In the meantime, members of the Area Committee will receive the full minutes of the meeting today, to study and analyze statements made relative to transportation, the Chairman and Executive Officer will gather as much information as possible relative to gas rationing before the next meeting, and, in addition, the report of Commissioner Bowes' committee will be distributed to the Area Committee members for perusal.

## II. LABOR PROBLEM OF THE ALUMINUM COMPANY OF AMERICA (Vancouver, Wash. Plant)

The Executive Officer introduced Mr. Thayer, General Manager, the Vancouver Plant of the Aluminum Company of America, and explained to the members that although the Vancouver plant would come under the work of the Washington state committee, General Winsor had suggested that the Oregon Area Committee discuss this case with ALCOA, and cooperate with the company as much as possible in solving the problem.

Mr. Thayer stated that the existing problem of ALCOA is to keep their plant running; their difficulty is keeping their men on the job. They have had a turnover of 500 men in the 900 normally employed at the plant, within the last three months. ALCOA is unable to pay their employees, comparable wages offered in the shipyards and the company is unable to raise wages until officials of the company, now in Washington, D. C., advise of the decisions made in the conferences being held there with the War Labor Board. Until that time, the Vancouver plant is unable to offer their men any prospect of salary increase attractive enough to prevent their men from leaving.

In addition to the difficulty in being unable to keep a sufficient number of men, the company is also unable to keep enough skilled men; the turnover of key men is becoming acute and seriously hindering production. After trying to solve the problem, ALCOA is now turning to the Area Labor Supply Committee for help. This particular labor difficulty was not evidenced until some three months ago, Mr. Thayer emphasized.

The company is operating five potlines, each potline making about 100,000 pounds of aluminum each day. Normally, 85 men are required to operate a potline but at present the lines are running with a crew of 60 men (total of all three shifts). If the present conditions exist, it will be necessary to shut down the plant to allow the men, who are working longer hours, to take time off, as these men are fast approaching the peak of endurance. The plant is now producing with 813 men what was formerly produced with 908.

The discontinuance of the carbon electrode plant is being considered by the company in an effort to relieve this situation by allowing the men in the carbon plant to work in the aluminum manufacturing operation (about 70 men are used in the carbon electrode plant). The Vancouver plant has a 25-day stock of electrodes and upon exhaustion of this stock the plant must apply to other ALCOA plants throughout the country for their supply. As the supply of other plants is planned for use in plants now being built or just starting production, this will seriously tax the supply of electrodes.

Mr. Thayer stated that the matter of wages is out of the hands of the authorities at Vancouver. A test case on wages of aluminum plants is now in the hands of the War Labor Board, and until this is cleared, nothing can be done about wages, Mr. Thayer added. The first session on this test case was opened on March 27 and another on May 9, but no decision has been made as yet apparently.

However, in connection with the wage increase, Mr. Gordon stated he believed the matter of increasing wages was being held up by the company on the premise that they must wait until a decision is made by the War Labor Board; Mr. Gordon further stated that in no known case had the War Labor Board penalized a company for making a wage adjustment to hold its men while a case is pending; the matter of wage increase is a matter between the company and the bargaining agent of the union, whidh in this case is the Aluminum Trades Council (Vancouver).

Mr. Thayer continued that the majority of men who resign from the aluminum plant have been employed by the shipyards (selective service has taken a relatively small per cent of the men), and he was questioning the possibilities of making some arrangements with Kaiser Corporation whereby the men would not be hired by the shipyards until replacement could be obtained in the aluminum plant. Mr. Thayer stated that in his opinion "freezing" of labor would not operate successfully. However, Mr. Woodell explained that this, on the face of it, is impossible, inasmuch as the hiring for Kaiser is done through AF of L and the union has not, in similar cases been sympathetic with similar situations, their attitude being that men should be allowed to work where they receive the most remuneration.

Although the difference in base rate wages is not so great between the shipyards and ALCOA, the premium given by the shipyards for working the swing and graveyard shifts is not paid by ALCOA. (ALCOA pays 75¢ for helpers, $1.10 for journeymen, plus bonus. The shipyards pay 80¢-87¢ for helpers, $1.12 for journeymen, plus shift premiums). Mr. Thayer was unable to make any comment on what the increase will be, should there be an increase.

Mr. Irwin inquired of Mr. Thayer the reason for the inability of ALCOA to obtain skilled men, and why the men cannot be trained for their particular type of work, to which Mr. Thayer replied the only training for this type of work is on the job. Further along the line of training, Mr. Irwin suggested that training might aid the situation, inasmuch as men might feel that their chances for advancement were being furthered were they being trained for the more skilled, more highly-paid jobs. The probable use of women in the plant was questioned; under present information, extensive use of women in this work does not appear to be practical.

Mr. Irwin stated that the Apprenticeship Section has found that during training, men obtained a better view of the problems facing the employer, thus aiding employee-employer relations. The Chairman urged the use of training facilities to the greatest possible extent.

The Executive Officer explained that the United States Employment Service has reached an agreement with ALCOA whereby a representative of ALCOA will be in the Portland office of the Employment Service every day, to interview men for ALCOA, which should accelerate the hiring of needed labor.

Mr. Jones stated that the same problem which faces ALCOA also faces the lumber industry and he, too, stated that the union looked upon any form of restriction as a type of blacklisting. Some good was achieved by the company advising the workers of the part which the lumber industry was playing in the war effort, posting on a bulletin board the use of the orders on which they were working (the War Board allows a company to give this type of information to its employees, with certain restrictions), thus showing those men attracted by the "glamour" of the shipyards that they were doing their part in the war effort.

The Chairman spoke of a similar situation in the small machine shops to which men were referred by the unions, only to have the men inform the union that more money could be had elsewhere, and turn down the job to which they had been referred. The problem is more or less universal.

In an attempt to do everything possible to help this situation, a MOTION was unanimously passed by the Area Committee to appoint a committee for the purpose of discussing this situation with the AFL. In addition, the Chairman will mention this problem when he speaks before the Central Labor Council on June 15.

Mr. Thayer expressed his appreciation of the hearing which the Area Committee had given his problem, and was assured that everything possible would be done to aid his company.

## III. REMARKS BY MR. MYRDDIN-EVANS

Mr. Myrddin-Evans, Principal Assistant to Ernest Bevins, Minister of Labor of Great Britain, was introduced to the meeting by the Chairman.

Mr. Myrddin-Evans told the Committee that his government had come to the conclusion, even before the war began, that man power is the key to the whole war situation, whether the man power be in the armed forces or in the forces of industry, and that the best way in which to handle man power was by placing the authority for handling this power in the hands of one person or agency of the Government.

The problem of the British in seeing that the armed forces got the men and women they needed, as well as industry, was one of the many problems facing them in distribution of their man power. Men having critical skills were set aside until all other men of draft age had been combed, then these skilled men were dealt with, one by one, to determine where they were most needed--army or industry.

The pirating of labor was handled by allowing workers to transfer from one company to another only through the Labor Exchange. No employer is allowed to advertise for skilled workers and no man is allowed to offer his services to an employer except through the Labor Exchange. With the great demand of the war industries and the shortage of skilled men to fill jobs in these industries, it was necessary to do what is now being done in America--break down these critical jobs to see how the tasks can be handled through reorganization of the work. In the event one factory had a number of skilled men, it was sometimes necessary to shift these men into a plant having no skilled workers. Since May of 1940, the Ministry of Labor has had the power to put any man in any job at the going rate for the job.

Training in England is conducted very much along the same lines as training in the U. S. However, something which does not exist in the U. S. are the English "training centers" which have been established. While these training centers are not numerous, there are enough to turn out several thousand men and women every three months, trained to a rather higher degree of skill than that obtained in the technical schools and colleges.

Training of foremen and supervisors is also being done. In the early part of the training program, it was found that one of the greatest obstacles was the lack of experienced foremen and supervisors, and classes for the purpose of this training have been undertaken.

The control of labor markets in war industries in Great Britain is practically complete. No employer is permitted to discharge a man without good cause or is a man permitted to leave his job without good cause, subject to the approval of the Ministry of Labor, and the labor force is practically intact and stable. Workers know they have a guaranteed work week and employers know they have a stable force of workers.

Men and women have been registered for industrial work (compulsory) in England, and in the event it is determined they are needed in a position other than that which they might hold at present, the suggestion is made that they transfer. Although these men and women are invited to change jobs, the Ministry of Labor has the power to demand that they make the requested change should there be any refusal on their part.

The entire British nation is united in the single purpose of defeating the Axis powers. The progress which has been made would not be possible without the wholehearted cooperation of the employers and workers, and it is commendable that there has been no difficulty worth mentioning in this respect since the beginning of the war.

It was interesting to note that Mr. Myrddin-Evans brought out the same points as did Miss Margaret Bondfield in her address to the Area Committee earlier in the year. These particular problems are now before the Area Committee in one form or another, and the remarks of Mr. Myrddin-Evans were of interest to the members of the Committee.

The meeting was adjourned at 5:45 P.M.

Miss Anderson

XII
Oregon Area
No. 10 - 6/3/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Tenth Labor Supply Committee Meeting
Portland - June 3, 1942

## LSC PROBLEMS

### Remarks by Mr. Myrddin-Evans

Mr. Myrddin-Evans, Principal Assistant to Ernest Bevins, Minister of Labor of Great Britain, was introduced at the meeting by the Chairman.

He discussed the labor supply problems of the British and how the many angles have been handled, touched on labor pirating, training control of labor markets, stressing the splendid cooperation given by both employers and workers.

Many similar problems are now before the Area Committees in one form or another and the remarks of Mr. Myrddin-Evans were of interest to the Members (Detailed statement contained in the Minutes p. 9-10).

## RECRUITMENT

### ALUMINUM COMPANY of America (Vancouver Washington Plant)

Although the Vancouver plant would come under the work of the Washington State Committee, General Winsor suggested that the Oregon Area Committee discuss this case with ALCOA and cooperate with the company in solving the problem.

Mr. Thayer, General Manager of the Vancouver Plant, stated that the existing problem of ALCOA is to keep their plant running; their difficulty is keeping their men on the job. They have had a turnover of 500 men in the 900 normally employed at the plant, within the last three months. ALCOA is unable to pay their employees, comparable wages offered in the shipyards and the company is unable to raise wages until officials of the company, now in Washington, D.C., advise of the decisions made in the conferences being held there with the War Labor Board. Until that time, the Vancouver plant is unable to offer their men any prospect of salary increase attractive enough to prevent their men from leaving.

In addition to the difficulty in being unable to keep a sufficient number of men, the company is also unable to keep enough skilled men; the turnover of key men is becoming acute and seriously hindering production. After trying to solve the problem, ALCOA is now turning to the Area Labor Supply Committee for help. This particular labor difficulty was not evidenced until some three months ago.

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RECRUITMENT - Continued

If present conditions continue to exist, the company is faced with the possibility of having to shut down the plant to allow the men working at the peak of endurance to take time off. Discontinuance of the carbon electrode plant is being considered by the company so as to allow the men in the carbon plant to work in the aluminum manufacturing operations. The stock of electrodes is almost exhausted.

The matter of wages is out of the hands of the authorities at Vancouver. A test case on wages of the aluminum plants is now in the hands of the War Labor Board and until this is cleared, nothing can be done about wages. It was cited, however, that the wage increase really seems to be a matter between the company and the Aluminum Trades Council, (Vancouver).

It was pointed out that the majority of men who resigned from the aluminum plant have been employed by the shipyards. Question was raised regarding the possibility of making some arrangements with the Kaiser Corporation whereby men would not be hired by the shipyards until replacement could be obtained in the aluminum plant. However, the Kaiser Corporation hires directly through the AFL and the union has not in similar cases been sympathetic, their attitude being that men should be allowed to work where they receive the most remmuneration.

The Executive Officer explained that the United States Employment Service has reached an agreement with ALCOA whereby a representative of ALCOA will be in the Portland office of the ES every day, to interview men for ALCOA, which should accelerate the hiring of needed labor.

In an attempt to do everything possible to help this situation, a MOTION was unanimously passed by the Area Committee to appoint a committee for the purpose of discussing this situation with the AFL. In addition, the Chairman will mention this problem when he speaks before the Central Labor Council on June 15.

Mr. Thayer, General Manager Vancouver Plant, ALCOA, expressed his appreciation of the hearing which the Area Committee had given his problem, and was assured that everything possible would be done to aid his company.

DEFENSE TRAINING

Aluminum Company of America

The Apprenticeship Representative of the Department of Labor inquired why men can not be trained for ALCOA work. He was informed that the only training for this type of work is on the job. It was suggested, however, that training might aid the situation inasmuch as men might feel that their chances for advancement were being furthered if they were being trained for

**DEFENSE TRAINING - Continued**

more skilled highly paid jobs. The Apprenticeship Representative pointed out that their Section had found that during training men obtained a better view of the problem facing the employer relations. The Chairman urged the use of training facilities to the greatest possible extent.

## COMMUNITY PROBLEMS

### Transportation

Mr. Earl Campbell, Defense Transportation Coordinator of the city of Portland, attended the meeting in order to acquaint the LSC with the accomplishments of the Mayor's Transportation Committee. Mr. Campbell explained that the respective defense areas were requested by the War Department to set up centralized organizations to deal with the factors of the defense transportation problem. Cooperation of organized labor, the Maritime Commission, and the Office of Defense Transportation was assured. Elements considered were the staggering of working hours, conservation of rubber and automotive equipment, the "share the ride" movement, and full utilization of maximum transportation. Present figures show the peak load on the streets to be 49,000 when the capacity of the highest efficiency is 29,000, an overload of 20,000 riders. Staggering of hours has been begun by retail stores which are cooperating 95 percent.

The program of conservation and transportation, Mr. Campbell continued, is state-wide, and although conformance to regulations and ordinances is sometimes disregarded, clearance is being given to getting the job done. Were this attitude not taken, the plans would still be "on paper", with nothing being accomplished.

Housing is having and will have a tremendous effect on production, as workers living in Vancouver will affect the ferry facilities and train facilities.

The plan for getting shipyard workers to their destination is (1) busses direct to shipyards (2) use of ferries (3) SP & S train to and from Vancouver, Washington.

Housing is to be provided close to the shipyards.

Mr. Campbell stated, Portland is far ahead of most cities in planning and accomplishment; in fact, cities of the Pacific Northwest are contacting the Portland Committee for ideas to be used. He remarked further that the Portland Committee felt they had done and were doing some definite good, and all interests are cooperating. In reply to an inquiry from Mr. Gordon, Mr. Campbell advised him there is no evidence that labor is not cooperating 100 percent.

COMMUNITY PROBLEMS - Continued

The LSC was advised that all cities in Oregon having a population of over 10,000 will have representatives at a meeting in Salem next week to discuss the transportation problem.

Inasmuch as the transportation problem is so vital, a motion that the problem be carried into the next meeting was unanimously passed. In the meantime, members of the LSC will receive full minutes of the meeting today in order to study and analyze the situation (Detailed report of the transportation situation is contained in the Minutes).

Field Management Division
United States Employment Service
June 24, 1942

Miss Anderson

# THIRTY-FIFTH MEETING OF THE SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Los Angeles, California
June 8, 1942

## Members Present

### PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

### MANAGEMENT

Frank A. Barnhill, Charles R. Hadley Company
Garner Beckett, Riverside Cement Company

### LABOR

John Despol, Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL

### LIAISON OFFICER, SOS

Colonel Walter H. Adams, U. S. Army

### U. S. NAVY

Lieutenant Commander A. G. Berry, Jr., USNR

H. R. Harnish, Executive Officer

## Visitors

Charles Fishburn, Training Within Industry
J. B. Calhoon, Schedule Supervisor, Job Instruction Training

The meeting was called to order by the Chairman, Mr. David T. Babcock, at 5:00 p.m.

JUN 16 1942

1. Report of Chairman and Executive Officer Re Visitors to the Area in Connection with Labor Supply Problems:

a. Mr. Myrddin-Evans and Miss Myrick, of the Ministry of Labor, England, were in the area Sunday, May 31, and Monday, June 1. They spent the entire day Monday with members of the Committee. Discussion was had concerning problems of recruitment for war industries here, and regarding the difficulties experienced in obtaining work permits for employment of friendly aliens.

The Committee was afforded the opportunity of taking Mr. Myrddin-Evans and Miss Myrick through the Central Aircraft Office, to Douglas Aircraft Company, Santa Monica, and to Lockheed-Vega Corporations at Burbank.

It is felt that the exchange of information on war industry employment problems with these representatives of the English Ministry of Labour was mutually beneficial.

b. The visit of Miss Thelma McKelvey of the Women's Labor Supply Division, War Production Board, June 1,2 and 3, proved of great assistance to our Committee. After acquainting herself with the available supply of labor in the Area, Miss McKelvey visited most of the major aircraft companies here.

Although aircraft employers are quite conversant with the labor supply in the area, it was most helpful that Miss McKelvey, through personal contact with aircraft officials, was able to confirm our viewpoint that immediate arrangements should be made for the induction of additional female workers into the production divisions of the aircraft companies.

Miss McKelvey discussed at length with employers here the experience of employers throughout the nation, particularly with regard to the occupations in which women have proved to be most successful. Her recommendations and suggestions on such items as working conditions, uniforms, training, upgrading, physical examinations, testing, and the appointment of female counselors by the aircraft plants, were most constructive.

c. Mr. H. D. Huxley, Assistant Labor Supply Officer, was in the area for three days last week. Mr. Huxley furnished to the Committee information concerning the labor supply situation on the entire Pacific Coast. The receipt of such information is, of course, of great help to our operations here, particularly as it pertains to the recruitment of labor, not only for industries in this area, but as regards the possibility of our aid to other areas in permitting clearance into this territory for unskilled and semi-skilled workers. Our Committee is assisting, in every way possible, with general labor supply problems in the entire Region.

In conferring with officials of aircraft companies and with the U. S. Army Air Corps regarding the Central Aircraft Office, Mr. Huxley assisted the Labor Supply Committee materially, in that a better understanding of the operations of the Aircraft Office has resulted.

d. At the request of the Executive Officer, Mr. Sol Sheridan, Clearance Officer for Region XII, spent two days in the area, to help in matters bearing on national clearance. Mr. Sheridan's contacts with a number of large war industry employers, and his assistance as regards clearance, were productive of excellent results.

2. Report on Meetings

a. Wage and Hour Division

Mr. Harnish reported that a meeting was held in the Labor Supply Offices on June 1, 1942, with representatives of the Wage and Hour Division, to discuss the supply of labor available to meet requirements of the war production industries in Southern California, and to consider the necessity of employment of minor children, particularly in the shipbuilding industry. The Wage and Hour Division and other U. S. Department of Labor representatives attending the meeting were:

Mr. S. W. Homan, Children's Bureau, U. S. Department of Labor
Miss Jane Palmer, Children's Bureau, U. S. Department of Labor
Mr. George Hutton, Wage and Hour Division
Mr. Jack Stellern, Wage and Hour Division

It was the consensus at this meeting that conditions have not reached the point in labor recruitment when such a relaxation should be made in the employment of minors, in this area, except possibly in agriculture.

At this time, officials of the shipyards and unions here are not employing, nor do they contemplate hiring, minors in hazardous occupations. There are so many types of employment within the yards on which minors can be utilized, that it will not be necessary to employ them for hazardous work.

b. Southern California Conference on Labor in the War

The Committee was well represented at the California Conference on Labor in the War, on June 7 and 8, sponsored by the University of California Extension in cooperation with the Labor Production Division of the War Production Board.

3. Miscellaneous

a. Aircraft Companies

Chairman Babcock reported that Committee members were successful in adjusting two disputes between management and labor, which would have resulted in a very serious situation had not such immediate action been taken. Both of these cases involved aircraft companies.

b. Executive Officer's Report:

(1) Basic Magnesium, Inc.

Continued difficulties are being experienced as to obtaining labor at Basic Magnesium, Inc., in Clark County, Nevada. One of the most important functions in the operation of this company at the present time is the training of their workers, and the development of an induction program, and an upgrading or Training-Within-Industry program. In this connection, through the cooperation of the Lockheed Aircraft Corporation, Mr. Harnish was able to obtain a metallurgical engineer, currently employed by that company, for assignment at Basic Magnesium, Inc. This individual has had considerable experience in the development of training programs. Due to this action on the part of the Committee, the company is now able to institute its urgently required training program.

(2) Work Projects Administration

As reported in last week's minutes, a conference was held in the Labor Supply Committee offices with representatives of the WPA as to referral of individuals to jobs, in an endeavor to utilize more fully that source of labor supply and to assist in minimizing the WPA rolls. The USES has advised the Committee that they have been successful in placing numerous persons from the WPA rolls in war production plants, and that there is excellent cooperation between the Work Projects Administration and the USES.

(3) Skilled Workers

The Executive Officer completed arrangements with the Los Angeles Board of Education for the release to war production jobs of several of their employees who possess special skills. The Board of Education is giving these employees leaves of absence, so that their skills may be utilized to the fullest extent in war industries.

(4) Labor Supply Market

(a) Visits to various USES offices in the area disclose that a great deal of difficulty is being experienced in recruiting unskilled and semi-skilled workers, which, of course, indicates that the supply of labor is definitely becoming tighter. Many good jobs in these classifications are going unfilled.

In this connection, employers are experiencing extreme difficulty, due to the publicity regarding freezing of labor. This publicity has resulted in considerable confusion. Men and women employees of war industries are endeavoring to secure better positions with companies other than the ones in which they are currently employed; voluntary quits and absences from work have increased beyond all expectation. USES offices are experiencing difficulties in filling laboring jobs at rates ranging from 60 to 75 cents an hour, as individuals feel that in accepting such work, they may be frozen to it, in accordance with the recent publicity.

(b) The USES brought to the attention of the Committee two cases wherein employers would not furnish information called for in the ES-270 forms, "Report of Current and Anticipated Employment." As this information is urgently required in connection with labor supply market requirements, Committee members contacted the employers involved to clarify the matter, so that the information would be released to the USES.

(c) The Executive Officer made a casual survey of the results of the Selective Service Occupational Questionnaires being received by the USES, and found that out of some 55,174 received so far in the Los Angeles Office, 33,000 have been processed. Three per cent of the 33,000 indicate critical occupational skill, with current employment in non-defense industries. Approximately 25 of these individuals are being called in for interview per day, and exceptionally fine results are noted.

Those individuals who are being called in for interview from non-defense employment have given complete cooperation, and many of them have been referred to war production industries at their own request.

The USES office in Los Angeles also feels that the complete processing of the Questionnaires will develop a pool of agricultural laborers, and further, that excellent experience will result in the conversion of those having critical skills from non-defense to war production work.

(d) Mr. Harnish stated that he had spent considerable time during the week on problems of labor recruitment for agriculture, and anticipates being able to assist further along this line by making a trip soon through the Imperial Valley agricultural district.

It is interesting to note that during the past thirty days the USES referred 2231 workers to out-of-town employment on agricultural orders.

(e) In connection with the employment of women, it is understood that a major aircraft company in San Diego now employs six women to every four men, and that at this time one-seventh of the entire working force is female. This company is also making a drive in San Diego to attract to employment older men who are currently living in that city.

(5) Inquiries

There are in excess of 60 incoming telephone inquiries per day to the Labor Supply Committee Office in this area, in addition to calls made in person, on matters pertaining to labor supply, proselyting, misunderstandings, etc. The Committee has been very successful in serving these inquirers by obtaining full cooperation of all parties involved.

(6) National Defense Training

It was brought to the attention of the Committee that there seemsto be a growing number of complaints as to the operations of unethical fee-charging vocational schools in this area. These complaints have been most disturbing in the past, as we have been unable to take definite corrective action.

However, Mr. Charles Fishburn, of Training Within Industry, advises that processes have been worked out through the facilities of the Division of Industry Operations, War Production Board, whereby priority on materials may be curbed in the case of any school authentically reported as being operated in an unethical manner.

## 4. Training Within Industry

Mr. J. B. Calhoon, Schedule Supervisor of Job Instruction Training, as carried on under the Training Within Industry program, was called upon to acquaint the Committee with the progress being made. Mr. Calhoon gave a lucid and interesting account of the aims of the program, the method used in training supervisors in plants which desire to take advantage of the plan, and its numerous beneficial effects.

One outstanding fact evidencing the success of Job Instruction Training is that in many cases, in departments where plant supervisors have taken the training, production time has been reduced as much as 30 to 50 per cent.

Mr. Calhoon stated that to date 5700 people have taken the training in the Los Angeles area. Those who have had the training, as well as heads of companies in which the plan has been utilized, are enthusiastic supporters of such an undertaking.

Mr. Garner Beckett, Committee member who has recently returned from a trip to Washington, D. C., said that the TWI Division is performing a fine job there.

The meeting adjourned at 6:30 p.m.

Miss Anderson

XII

Southern California Area
No. 35 -- 6/8/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Thirty-fifth Labor Supply Committee Meeting
### Los Angeles -- June 8, 1942

## LABOR SUPPLY COMMITTEE PROBLEMS

### Inquiries Handled by Committee

There are in excess of 60 incoming telephone inquiries per day to the Labor Supply Committee Office in this area, in addition to calls made in person, on matters pertaining to labor supply, proselyting, misunderstandings, etc. The Committee has been very successful in serving these inquiries by obtaining full cooperation of all parties involved.

### ES-270 Reports

The USES brought to the attention of the Committee two cases wherein employers would not furnish information called for in 270's. Committee members contacted the employers involved in an effort to clarify the matter.

### Visitors to the Area in Connection with Labor Supply Problems

Mr. Myrddin-Evans and Miss Myrick, of the Ministry of Labor, England, were in the area May 31 and June 1 and spent an entire day with members of the Committee. Discussion was had concerning problems of recruiting for war industries here, and regarding the difficulties experienced in obtaining work permits for employment of friendly aliens. The Committee escorted the visitors through the Central Aircraft, Douglas Aircraft Company, and Lockheed-Vega Corporations. It is felt that the exchange of information with these representatives was mutually beneficial.

### Adjustment of Two Aircraft Company Disputes

Chairman Babcock reported that Committee members were successful in adjusting two disputes between management and labor, which would have resulted in a very serious situation had not such immediate action been taken. Both of these cases involved aircraft companies.

## LABOR RECRUITMENT

### Basic Magnesium, Inc.

Continued difficulties are being experienced as to obtaining labor at Basic Magnesium, Inc., in Clark County, Nevada. One of the most important functions in the operation of this company at the present time is the training of their workers, the development of an induction program, and an upgrading or Training-Within-Industry program. In this connection, through the cooperation of the Lockheed Aircraft Corporation, Mr. Harnish was able to obtain a

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## LABOR RECRUITMENT - Continued

metallurgical engineer, currently employed by that company, for assignment at Basic Magnesium, Inc., This individual has had considerable experience in the development of training programs. Due to this action on the part of the Committee, the company is now able to institute its urgently required training program.

### Labor Supply Situation on the Pacific Coast

Mr. H. D. Huxley, Assistant Labor Supply Officer, was in the area for three days last week. Mr. Huxley furnished to the Committee information concerning the labor supply situation on the entire Pacific Coast. The receipt of such information is, of course, of great help to our operations here, particularly as it pertains to the recruitment of labor, not only for industries in this area, but as regards the possibility of our aid to other areas in permitting clearance into this territory for unskilled and semi-skilled workers. Our Committee is assisting, in every way possible, with general labor supply problems in the entire Region.

In conferring with officials of aircraft companies and with the U. S. Army Air Corps regarding the Central Aircraft Office, Mr. Huxley assisted the Labor Supply Committee materially, in that a better understanding of the operations of the Aircraft Office has resulted.

### Utilization of Persons on WPA Rolls

The USES has advised the Committee that they have been successful in placing numerous persons on WPA rolls in war production plants, and there is excellent cooperation between the WPA and USES.

### Skilled Workers

The Executive Officer completed arrangements with the Los Angeles Board of Education for the release to war production jobs of several of their employees who possess special skills. The Board of Education is giving these employees leaves of absence, so that their skills may be utilized to the fullest extent in war industries.

### Labor Supply Market

Difficulty is being experienced in recruiting unskilled and semi-skilled workers, which indicates that the supply of labor is becoming tighter. Many good jobs in these classifications are going unfilled. This is augmented by the publicity regarding the freezing of labor which has resulted in considerable confusion. Voluntary quits and absences have increased beyond all expentation. The USES offices are experiencing difficulty in filling laboring jobs at rates ranging from 60 to 75 cents an hour, as individuals feel that they may be frozen at this level.

## JOB DILUTION, UPGRADING, AND TWI

### Training Within Industry

A representative of the TWI gave an interesting account of the aims and progress made by his organization and cited the many beneficial effects. He pointed out an evidence of the success of JIT in departments where plant supervisors have taken the training and production time has been reduced from 30 to 50 percent. It was reported that to date 5700 people have taken the training in the Los Angeles area. Those who have had the training, as well as the companies in which the plan has been utilized, are enthusiastic supporters.

## TRAINING

### Private Schools - Industrial Vocational Training

The attention of the committee was drawn to the fact that there seems to be a growing number of complaints regarding the operation of unethical fee-charging schools in this area. In the past the Committee has not been successful in correcting the situation. The TWI Representative advised, however, that processes have been working out through the facilities of the Division of Industry Operations, WPA, whereby priorities on materials may be curbed in the case of any school reported authentically as being operated in an unethical manner.

## MINORITY PROBLEMS

### Conference with Wage and Hour Division on Employment of Minor Children

The Executive Officer reported on a meeting held with representatives of the Wage and Hour Division to consider the necessity of employment of minor children particularly in the shipbuilding industry. Representatives of the Wage and Hour Division, as well as other Labor Department officials, were in attendance.

It was the consensus at this meeting that conditions have not reached the point in labor recruitment when such a relaxation should be made in the employment of minors, in this area, except possibly in agriculture.

At this time, officials of the shipyards and unions here are not employing, nor do they contemplate hiring, minors in hazardous occupations. There are so many types of employment within the yards on which minors can be utilized, that it will not be necessary to employ them for hazardous work.

## EMPLOYMENT OF WOMEN

### San Diego Aircraft

It was reported that a major aircraft company in San Diego now employees

EMPLOYMENT OF WOMEN - Continued

6 women to every 4 men and 1/7 of the entire working force is female. This same company is endeavoring to attract older men in San Diego to employment.

Visit of Miss Thelma McKelvey, Women's Labor Supply Division

The visit of Miss Thelma McKelvey of the Women's Labor Supply Division, War Production Board, June 1, 2 and 3, proved of great assistance to our Committee. After acquainting herself with the available supply of labor in the Area, Miss McKelvey visited most of the major aircraft companies here.

Although aircraft employers are quite conversant with the labor supply in the area, it was most helpful that Miss McKelvey, through personal contact with aircraft officials, was able to confirm our viewpoint that immediate arrangements should be made for the induction of additional female workers into the production divisions of the aircraft companies.

Miss McKelvey discussed at length with employers here the experience of employers throughout the nation, particularly with regard to the occupations in which women have proved to be most successful. Her recommendations and suggestions on such items as working conditions, uniforms, training, upgrading, physical examinations, testing, and the appointment of female counselors by the aircraft plants, were most constructive.

Field Management Division
United States Employment Service
June 24, 1942

Miss Anderson

XII

Northern California Area
No. 11 — 6/11/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Eleventh Labor Supply Committee Meeting
## San Francisco - June 11, 1942

## LABOR RECRUITMENT

### Recommendation for Establishment of a War Industry Employment Office in San Francisco

The Regional Labor Supply Representative, WPB, read a recommendation of his Labor Committee for the establishment of a central war industries employment office in San Francisco for consideration of the Area Committee. The Executive Officer was directed to send copies of the proposal to each member of the Area Committee. It was suggested that the USES serve in an administrative capacity.

The Acting Chairman directed the Executive Officer to send a copy of the revised proposal, approved by the Northern California Labor Advisory Committee, to each member of the Area Labor Supply Committee for consideration and report for action at the next meeting.

### Recruitment of Navy Yard Workers Through Civil Service Commission

With reference to the previous recommendation of the Committee that the existing clearance procedures for the recruitment of Navy Yard workers through the Civil Service Commission be amended in order to extend and facilitate the process, Mr. Davis, Executive Officer, reported to the Committee that the recommendations are being closely studied by national headquarters of the Employment Service and will be presented to the Civil Service Commission in the expectation that the procedures can be amended to utilize fully all of the clearance resources of the ES that are now available to other employers.

### Proposed plan for a Central Shipbuilding Employment Office

The matter has been presented to the unions and employers and no particular objection has been encountered. The original proposal made to the Northern California LSC and later the Unity for Victory Committee was quite similar to the proposal initiated by the Southern California LSC. The common goal is the augmentation of the efforts of the unions in recruiting in an orderly manner the necessary number of workers to be employed in shipyards.

### Farm Labor Supply for the North Coast Area

Dr. Hecke, representing Agriculture, stated that the farm labor shortage is likely to become very serious and that the importation of Mexicans may be the solution. Attention was called to the fact that "stoop type labor" is too strenuous for women and children.

## LABOR RECRUITMENT - Continued

Mr. Davis, Executive Officer, told of the progress in filling farm labor requirements in the North Coast District Counties of Marin, Napa, Mendocino, Sonoma and Lake, wherein adult registration cards distributed through the ES are being signed and returned in large numbers to the employment offices. Women from urban districts are volunteering; and arrangements for their transportation and housing are being made by representatives of the State Chamber of Commerce and various other organizations. There is expected to be a demand in Mendocino and Lake Counties for about 3,200 over and above the present available labor. The schools are also encouraging their students to volunteer for work.

### Tomato Workers--Importation of Mexican Labor

The anticipated shortage in tomato harvesters and beet thinning was discussed by the AFL representative and members of the National Council of Cannery and Process Workers. Mr. Daly, AFL, stated the position of the union on the question of Mexican labor importation; ie., that they oppose such importation unless the situation becomes acute, in which event the union wishes to be part of the machinery for such importation as well as responsible for their leaving the country when the emergency period is over.

Colonel Harshman, US Army, pointed out that, due to Mexico's entry into the war, the plan to import Mexicans is now a somewhat remote possibility.

The farm labor situation was discussed at length. As a result, the Acting Chairman appointed a committee to draw up "recommendations" embodying a summary of the farm labor situation, such recommendations to be presented to the USES, the Federal Advisory Council, Department of Agriculture, and other interested State and Federal agencies.

## DISRUPTIVE RECRUITING PRACTICES

### Pirating Among Shipyards

In commenting on pirating among shipyards, Colonel Harshman, US Army, advocated a meeting of shipyard employers in the Bay Area to consider the problem and reach an understanding. He pointed out that an arrangement between shipyards to exchange employees voluntarily and to allow individuals to work near their homes would prevent unnecessary commuting and wear on tires.

Attention was called to the shortage of housing accommodations in the vicinity of the shipyards, and it was pointed out, the extreme difficulty of workers living in house trailers even to find a parking space for such equipment. He attributed excessive job turnover partly to this unsatisfactory condition which forces workers in some instances to seek jobs affording adequate housing facilities.

## DISRUPTIVE RECRUITING PRACTICES - Continued

Mr. Robinson, representing Management, presented a motion, duly seconded, that the shipyard owners be asked to meet with representatives of the Area Committee to effect a possible exchange of employees in order to promote more effective use of available labor. The vote was unanimous.

## DEFENSE TRAINING

### Lack of Facilities, San Francisco

17,000 persons in San Francisco desire training but are unable to receive instructions due to inadequate training facilities. The San Francisco schools sent 38 welding machines out of the area some time ago, which equipment is now needed desperately. It was stated that thousands of women are being turned away for lack of training facilities.

The State Department of Education estimates a total of 500 to 600 machines in the Bay Area. The bottleneck in training is in San Francisco due largely to a long-standing state of bickering and strife in the school system. The ES has recommendations on file with the schools to begin many welding classes, but no action has been taken by the school authorities. A progress report on the jobs that can be filled by women will be available within the next two weeks. The Acting Chairman directed the Executive Officer to coordinate the information regarding the conversion of work to women and the incidental training necessary to effect such a change.

### Interest of Retail Clerks in Training

Clerks will go into war industries. Their interest in the training program is keen. Many contact the ES for information regarding training. More publicity should be given to training available.

## MINORITY PROBLEMS

### Decision of Children's Bureau, Department of Labor, to Permit Minors to Work in Shipyards

Developments concerning the decision of the Children's Bureau, Department of Labor, subject to final approval to allow minors between 16 and 18 years of age to work in shipyards in certain categories which are not hazardous were outlined. The Acting Chairman appointed a subcommittee to survey the subject and report at the next meeting.

## COMMUNITY PROBLEMS

### Shortage of Housing and Transportation Facilities, Benecia Arsenal

Mr. Mann, of the Benecia Arsenal, outlined the acute labor shortage at that establishment due to the complete lack of available housing and commuting facilities. The War Department has recently declined a request for buses. The Arsenal anticipates a great increase in personnel within the

COMMUNITY PROBLEMS - Continued

next twelve months due to expansion already under way. The labor turnover is serious due to extremely unsatisfactory living conditions. They need increased housing facilities of 750 family units and 1000 dormitory rooms. Mr. Mann requested the Area Committee to investigate and render assistance in obtaining the necessary housing, stating that he believed the Arsenal could get enough labor if they only had living accommodations to offer.

Captain Laird presented a motion, seconded by Mr. Smith, WPB, that the Committee assume the responsibility of referring the matter to the Chief, US Engineer Office, and also to the Defense Housing Authority, with a recommendation for prompt action. The vote was unanimous.

## EMPLOYMENT OF WOMEN

### Utilization and Training of Women

The union representative reported that his contact with 19 union locals developed the fact that out of the total male employed of about 17,000 a large percentage could be replaced by women. Street car company officials in San Francisco have also announced that they would use women conductors, 140 of whom are needed currently on the extra list.

Field Management Division
United States Employment Service
June 26, 1942

Miss Anderson

# ELEVENTH MEETING
# NORTHERN CALIFORNIA INDUSTRIAL
# AREA LABOR SUPPLY COMMITTEE
## SAN FRANCISCO - JUNE 11, 1942

The meeting was called to order at 9:40 A.M. by the Acting Chairman, Mr. Walter Haas. Those present were:

### MEMBERS

Mr. Geo. W. Davis, Executive Officer

**MANAGEMENT:** Mr. Walter Haas, Acting Chairman
Mr. Harrison S. Robinson

**LABOR:** Mr. Lee R. Smith, Regional Labor Representative, WPB
Mr. Al Wynn, Bay Area Metal Trades Council, AFL
Mr. Joseph Dillon, ILWU, CIO

**AGRICULTURE:** Dr. George Hecke

**DEFENSE TRAINING:**
Mr. W. S. Kienholz, State Department of Education

**UNITED STATES EMPLOYMENT SERVICE:**

Mr. Charles F. B. Roeth, Assistant Director for California

**U. S. ARMY:** Lieutenant Colonel C. C. Harshman, Ordnance Department

**U. S. NAVY:** Captain G. H. Laird, Civilian Personnel Division
Lt. Commander Homer H. Shirrell, Civilian Personnel Division

**U. S. CIVIL SERVICE COMMISSION:**

Mr. Harry T. Kranz, District Manager

**CONTRACT DISTRIBUTION SERVICE:**

Mr. John N. Barker

### VISITORS

Mr. Daniel V. Flanagan, AFL Western Representative
Mr. Charles Daly, AFL Organizer
Mrs. Theresa De Costa )
Mr. Hal P. Angus )
Mr. Frank Terra ) Officers of the National Council of
Mr. Raymond Westhall ) Cannery and Process Workers
Mr. Albert Bilger )
Mr. I. B. Padway )

Mr. Harry Foster, Business Representative, Machinists Union, AFL
Mr. H. D. Huxley, Executive Officer, Regional Labor Supply Committee

JUN 23 1942

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VISITORS (continued)

Miss Nathalie Panek, Labor Relations Assistant, WPB
Mr. John E. Cooter, Farm Placement Representative, U. S. Employment Service
Mr. Mann, Benicia Arsenal, Benicia, California
Mr. H. R. Harnish, Southern California Area Committee

## I. FOOD SUPPLY - GROWING AND PROCESSING

In presenting a general survey of the farm labor situation in California, Dr. Hecke stated that the farm labor shortage is likely to become very serious and that the importation of Mexicans might be the solution; moreover, he called attention to the fact that much of the farm labor of the so-called stoop type is too strenuous for women and children.

Mr. Davis told of the progress in filling farm labor requirements in the North Coast District Counties of Marin, Napa, Mendocino, Sonoma and Lake, wherein adult registration cards distributed through the Employment Service are being signed and returned in large numbers to the employment offices. Women from urban districts are volunteering; and arrangements for their transportation and housing are being made by representatives of the State Chamber of Commerce and various other organizations. There is expected to be a demand in Mendocino and Lake Counties for about 3200 over and above the present available labor. The schools are also encouraging their students to volunteer for work.

## RECRUITMENT OF TOMATO WORKERS

Mr. Daniel V. Flanagan, Western Representative, AFL, in company with the members of the executive board of the National Council of Cannery and Process Workers, presented to the Committee for consideration the problem of the expected shortage in tomato harvesters and beet thinning.

Mr. Daly (AFL) stated the position of the union on the question of Mexican labor importation: that they oppose such importation; but that, if the farm labor situation becomes sufficiently acute to necessitate importing Mexicans, then the union wishes to be part of the machinery for such importation as well as that responsible for their leaving the country when the emergency period is over.

Colonel Harshman pointed out that, due to Mexico's entry into the war, the plan to import Mexicans is now a somewhat remote possibility.

Mr. Padway mentioned that after Pearl Harbor many previously available farm workers had migrated from California back to Oklahoma, Arkansas and other such areas from whence they had come to California a few years ago. He recommended that transportation be furnished such persons to enable them to return to California for farm work, to which suggestion Dr. Hecke replied that there is also a labor shortage in those other states which would no doubt absorb such workers.

(See Reverse)

Mr. Roeth said that some labor has been brought in from Oklahoma to work in sugar beets; some 250 have arrived and about 500 are en route. At present there are about 20,000 more persons employed in agriculture than at the corresponding time last year. He urged the development of community resources to provide more local labor, because the rubber shortage is certain to have a definite effect on migrant workers, who have always been available heretofore. Also, areas from which workers have formerly migrated now have more local work available than ever before, eliminating the necessity for the workers migrating to find jobs.

It was pointed out that the requirements of war industries for great numbers of additional workers in the next few months will draw much labor from farm areas due to higher wages than are paid for farm labor; and that large numbers are being inducted into the Army.

Mr. Foster, Business Representative, Machinists Union, said there is still available a reservoir of loafers, many at Government expense, who should be put to work, forcibly if necessary.

Mr. Smith expressed the opinion that an intensification of effort would locate many more available local workers.

In reply to Mr. Angus' statement that skilled cannery workers are being inducted without opportunity for deferment, Colonel Harshman said that several meetings have been held between Selective Service and cannery operators and officers; and that deferments are being allowed in the critical occupations of the industry.

Captain Laird asked whether all efforts had been exhausted to effect the utilization of Japanese labor now in assembly camps and whether the Army could take steps to arrange for the withdrawals of Japanese farm labor. Colonel Harshman replied that it was not likely that the Army would make such arrangements until the farm labor situation became critical. He advocated a campaign to recruit all available local labor, including women and children.

The Acting Chairman appointed a committee to draw up "Recommendations" embodying a summary of the farm labor situation as presented here, the recommendations to be presented to the United States Employment Service, the Federal Advisory Council, the Department of Agriculture, and other interested State and Federal agencies. The committee consists of Messrs. Davis, Robinson (Chairman), and Roeth.

Mr. Robinson brought up the matter of a possible milk shortage; herds of dairy cows are being disposed of due to the lack of milkers; and many dairy operators are planning to devote their efforts to beef cattle requiring less attention.

At this point Mr. Davis read to the Committee a communication from the Regional Labor Supply Officer to all Executive Officers for transmittal to the respective area committees, requesting the committee members to regard as strictly confidential the labor market information made available for Committee use. This applies particularly to the monthly labor market reports (ES-274) and to the special labor market surveys made on request for a given locality. The data contained in these reports should not be released to or used by non-governmental persons or agencies.

## II. LABOR SUPPLY - WAR INDUSTRIES

Mr. Davis outlined the developments concerning the decision of the Children's Bureau of the Department of Labor, subject to final approval, to allow minors between 16 and 18 years of age to work in shipyards in certain categories which are not hazardous; whereas, previously the referral of such minors has not been permitted.

The Acting Chairman appointed a sub-committee to survey this subject and make a report at the next meeting. The members of the sub-committee are

Mr. W. S. Kienholz (Chairman)
Captain G. H. Laird
Mr. Al Wynn
Mr. Lee Smith

In commenting on pirating among shipyards, Colonel Harshman advocated a meeting of shipyard employers in the Bay Area to consider the problem and reach an understanding. He pointed out that an arrangement between shipyards to exchange employees voluntarily and to allow individuals to work near their homes would prevent unnecessary commuting and wear on tires.

Mr. Foster called attention to the shortage of housing accommodations in the vicinity of the shipyards, and pointed out the extreme difficulty of workers living in house trailers even to find a parking space for such equipment. He attributed excessive job turnover partly to this unsatisfactory condition which forces workers in some instances to seek jobs affording adequate housing facilities.

Mr. Robinson presented a motion, duly seconded, that the shipyard owners be asked to meet with representatives of the Area Committee to effect a possible exchange of employees in order to promote more effective use of available labor. The vote was unanimous.

Mr. Huxley outlined the developments in the proposal to establish a central employment office for shipyards. He said the matter has been presented to unions and employers and no particular objection has been encountered. The original proposal, of a tentative nature, was made to the Northern California Labor Advisory Committee; and later the Unity for Victory Committee presented a plan. Each of the two committees then revised their proposals, which were quite similar to the proposal initiated by the Southern California Area Labor Supply Committee. All three proposals had a common goal: the augmentation of the efforts of the unions in recruiting in an orderly manner the necessary numbers of workers to be employed in shipyards.

(See Reverse)

Mr. Smith read the recommendations of his Labor Committee for the establishment of a central war industries employment office in San Francisco for consideration by the Area Committee. The Executive Officer was directed to send copies of the proposal to each member of the Area Committee.

Mr. Huxley recommended the centralization of such a unit in the hands of one agency, with one responsible head and a group to act in an advisory capacity to that person. He suggested that the U. S. Employment Service serve in that administrative capacity.

The Acting Chairman directed the Executive Officer to send a copy of the revised proposal, approved by the Northern California Labor Advisory Committee, to each member of the Area Labor Supply Committee for consideration and report for action at the next meeting.

Mr. Mann, of the Benicia Arsenal, outlined the acute labor shortage at that establishment due to the complete lack of available housing and commuting facilities. The War Department has recently declined a request for buses. The Arsenal anticipates a great increase in personnel within the next twelve months due to expansion already under way. The labor turnover is serious due to extremely unsatisfactory living conditions. They need increased housing facilities of 750 family units and 1000 dormitory rooms. Mr. Mann requested the Area Committee to investigate and render assistance in obtaining the necessary housing, stating that he believed the Arsenal could get enough labor if they only had living accommodations to offer.

Captain Laird presented a motion, seconded by Mr. Smith, that the Committee assume the responsibility of referring the matter to the Chief, U. S. Engineer Office, and also to the Defense Housing Authority, with a recommendation for prompt action. The vote was unanimous.

## RECRUITING THROUGH THE CIVIL SERVICE COMMISSION FOR NAVY YARDS

With reference to the previous recommendation of the Committee that the existing clearance procedures for the recruitment of Navy Yard workers through the Civil Service Commission be amended in order to extend and facilitate the process, Mr. Davis reported to the Committee that the recommendations are being closely studied by national headquarters of the Employment Service and will be presented to the Civil Service Commission in the expectation that the procedures can be amended to utilize fully all of the clearance resources of the Employment Service that are now available to other employers.

## WOMEN IN INDUSTRY

Mr. Davis summarized briefly the activities of the sub-committee previously appointed to study the question of women in industry.

Mr. Smith reported on his contacts with 19 union locals comprising a total of about 28,000 persons. He was told that out of the total male membership of about 17,000, a large percentage could be replaced by women. Street car company officials in San Francisco have also announced they would use women conductors, 140 of whom are needed currently on the extra list.

Mr. Smith stated that many retail clerks will go into war industries. Their interest in the training program is keen; and many of them contact the Employment Service immediately upon learning of such facilities. This gives rise to the thought that more publicity should be given training available.

However, Mr. Foster charged that, although the Employment Service takes the applications, persons desiring to take training are often required to wait for months before they are entered in a class. Mr. Kienholz pointed out that the shortage of equipment, particularly welding machines and rods requiring high priorities, has seriously hampered training efforts.

Mr. Wynn said there are 17,000 persons in San Francisco who desire training but are not able to receive instruction due to inadequate training facilities. He called attention to the fact that the San Francisco schools had sent out of the area 38 welding machines some time ago, which equipment is desperately needed now; and he deplored the condition now existing which forces persons to pay $150 to $200 to private schools if they are to succeed in getting training in welding. He said that thousands of women are being turned away for lack of training facilities.

Mr. Kienholz estimated a total of 500 to 600 welding machines in the Bay Area. He stated that the bottleneck in training was in San Francisco, due largely to a long-standing state of bickering and strife in the school system.

Mr. Roeth said the Employment Service has recommendations on file with the schools to begin many welding classes, but no action has been taken by the school authorities.

Mr. Dillon said that in the ILWU with a local membership of 10,000, 50% of the men could be replaced by women if adequate training facilities were available to the women.

Mr. Barker mentioned the survey made by his Division some time back to attempt to locate welding equipment; the total of their findings was 21 machines which were made available to Marin Shipbuilding Company. He said he would turn over to the Committee the information he had compiled regarding welding equipment in private schools, some of which have now gone out of business.

Mr. Roeth made a progress report on the jobs that can be filled by women, stating that a complete report will be available within the next two weeks.

Acting Chairman Haas directed Mr. Davis to coordinate the information regarding the conversion of work to women, and the incidental training necessary to effect such a change.

The meeting adjourned at 12:30 P.M.

* * * * *

# Labor Supply and Training Program for the San Francisco Bay Area

## A. Registration of Manpower

1. All workers seeking employment in war industries, regardless of their skill or lack of skill, should register with the United States Employment Service, except those who are covered by union agreement. The present "gate hiring" procedure of making the workers fill out separate job applications with various plants should be stopped.

2. Every plant engaged in war production should notify the various branches of the USES and the labor union with which they have collective bargaining relations of their anticipated labor requirements. This notification should be made as far in advance as possible.

3. All hirings for various war production plants should be done through the union hiring halls, according to the terms of existing collective barganing agreements.

4. The unions agree that in case they cannot supply sufficient help, they will notify the USES. The USES will refer to the union the required number of workers, from their registration files. The union will certify those men for jobs, if they meet the necessary qualifications.

## B. Training Program

The training program for war industries must be based on the estimated labor requirements and on available labor force, registered with the USES and the unions.

1. The training program must reflect the actual requirements of the industry, based on careful estimates of needs of the various industries.

2. All applicants for training are to be registered with the USES, except where a training program is provided in a labor-management agreement.

3. The USES, in conjunction with the union, will refer trainees for training.

4. All placements of trainees into war industries are to be made according to the procedure outlined in Section A. No placement is to be made by the training schools themselves.

5. In all instances, preference for training should be given to residents of the community where war industries are located.

– – –

Duplicate

Miss Anderson

XII

No. 12 - 6/12/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Twelfth Labor Supply Committee Meeting
### San Francisco - June 12, 1942

## LSC PROBLEMS

### Standardization of Wages

Mr. Curts of the US Engineer office presented a memorandum of policy designed to stabilize wages, housing, and recruiting for Government construction jobs in California and Nevada, formulated by a committee composed of the various Government agencies engaged in war construction activities. (See Exhibit B)

Motion was passed that the memorandum of policy be accepted by the Regional LSC and referred to the two interested area committees, namely, Northern California Area Committee and the Southern California Area Committee.

## LABOR RECRUITMENT

### Alaskan Fishing and Canneries

Representatives of the Alaska Salmon Industry and a Business Agent of the Cannery Workers' Union related the difficulties encountered in securing sufficient labor to meet canning requirements for the current salmon pack, the total output of which has been requisitioned by the Government. The workers for this industry are migratory Filipinos who travel up and down the Coast for seasonal work, whose services are secured through the Cannery Workers' Union. However, most of them are in Class I-A and difficulty is being experienced in arranging clearance for workers to leave the vicinity of their local draft boards. The labor is needed immediately to fill an acute shortage of 1,000. The shortage of Alaskan cannery workers is due to a 50 percent depletion caused by members being drafted and the evacuation of Japanese members of the union.

There is apparent competition between the agricultural and salmon industries. Many California Filipinos experienced in salmon canning are denied deferment for Alaskan cannery work but have been granted deferment for local stoop labor. The salmon industry only wishes to borrow the highly-skilled Filipino labor for certain periods of the year.

The Acting Chairman appointed a subcommittee to give immediate study to the question of arranging for the release of the necessary Filipinos for the Alaskan canneries. The subcommittee prepared a communication to the State Director of Selective Service for the signature of the Labor Supply Officer, copy of which is attached to the Minutes.

LABOR RECRUITMENT - Continued

### Agricultural Labor--Utilization of Minority Groups

New sources of labor must be utilized. The plan recently developed whereby the USES can make use of Japanese labor in assembly centers, not situated in prohibited military areas was described. 1,200 Japanese evacuees have been recruited by the USES and sent to Oregon, Idaho, and Montana for work in sugar beets.

A tentative plan subject to approval of the Governor, Army authorities, and local communities, whereby the ES offered to recruit Japanese from the assembly centers for farm work in Military Area No. 2 in California, the workers to be returned to the assembly centers at night, was described.

Mr. Cooter, Farm Placement Representative, USES, predicted an acute shortage within the next two or three months. He said the cooperation of employers has been encouraging, particularly the sugar beet companies.

## JOB DILUTION, UPGRADING AND TWI

### Developments in TWI Program

The TWI program is continually growing to meet the corresponding expansion in war industries and it has been helpful in negotiating agreements between organized labor and contractors concerning specific training methods which can be used in the plants. A general agreement in the shipyards has been evolved whereby almost any skill can be trained in groups.

In the aircraft industry, the plan was devised with the metal trades and allied trades embracing training arrangements for almost any skill. Such agreements as these have resulted in accelerated accomplishments in training within the plants.

Many women are now being trained in plants without pre-employment training; one plant has 2,500 women, all hired within the last three months.

Mr. Hopkins, TWI, commented briefly on the successful prosecution of the job instructor program inaugurated some time ago; and mentioned the job relations program about to be launched with a view to improving the industrial relations picture. He explained the job methods plan which will go into effect provided union approval is obtained. This latter plan is a job breakdown of a fundamental type, depicting each move made by the individual workers on a given job. It has been found that accelerated production results from a close study of job motions, or an industrial efficiency study, with the consequent discovery and elimination of waste motions.

## MINORITY PROBLEMS

### Mexican Labor

A report estimating that 450,000 Mexicans, or of Mexican descent, are in California, was presented. It was stated 144,000 of these are Mexican nationals. The report cited three factors which contribute to a persisting status of underemployment and unemployment among Mexicans, as follows:

1. Color discrimination, particularly marked in war production but prevalent even in certain agricultural occupations.

2. Restrictions on the employment of aliens and of persons unable to furnish acceptable proof of birth.

3. Lack of training facilities in areas predominantly populated by Mexicans.

A conference between officials of the USES, Farm Security Administration, the Minority Groups Service, and the Mexican Consular Service with a view to mobilizing Mexican farm labor developed the initiation of a press and radio campaign urging Mexicans to register immediately with the USES, or in the event the USES offices were lacking, Mexicans are instructed to register with local Mexican Honorary Commissions. It was also agreed that USES would furnish to the Consulates copies of farm labor requisitions placed in clearance in order that the Consulates might assist in mobilizing Mexicans to meet specific needs.

A proposed plan for a Farm Labor Authority prepared by Mr. Cary McWilliams, Chief of the Division of Immigration and Housing was submitted for study by the Committee. The Acting Chairman appointed a subcommittee to study the plan and confer with Mr. McWilliams.

Attention was called to a report that five sugar beet companies in California, with the approval of the Department of Agriculture and the USES have made joint plans to import 3,000 workers from Mexico; and that the plan is awaiting clearance as far as the Mexican government is concerned.

Captain Laird, Twelfth Naval District, expressed his opposition to the importation of Mexicans for any purpose as long as we have suitable labor in this country; but that, if the situation is changed where we need the extra labor, then we should import them.

The following motion was unanimously passed by the Committee:

"The Regional Labor Supply Committee goes on record as opposing the importation of Mexican labor so long as labor supplies exist in this country. It is the belief of the Committee that such labor supplies do exist and, in

MINORITY PROBLEMS - Continued

any event, the Committee goes on record as opposing the private contracting of alien labor. It is the consensus of the Committee that the importation of agricultural labor is a Federal responsibility not only as to its importation but also as to its proper distribution and use while in this country."

On Mr. Nunn's behalf, Mr. Johnson, WPB, presented a resolution adopted by the Minority Groups Committee in which the Regional LSC was requested to endorse the suspension or amendment of statutory regulations affecting the employment of aliens so as to facilitate the employment of allied aliens in war production, and was also requested to call the matter specifically to the attention of the Manpower Commission. (See Exhibit C--as corrected.)

The Committee, acting upon the motion presented by Mr. Johnson and seconded by Mr. Fisher, voted to accept the resolution and submit it to the Director of the Manpower Commission with the exception however that the word "direct" in the last line be changed to "invite."

Field Management Division
United States Employment Service
June 26, 1942

Miss Anderson (XII)

So. Calif. Area
No. 36 - 6/15/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Thirty-sixth Labor Supply Committee Meeting
### Los Angeles - June 15, 1942

## LSC PROBLEMS

### Objectives of the LSC

Because some of the Committee's original objectives have changed with the course of events, it was suggested that the Committee's aims be re-defined, and that various phases of its responsibilities be delegated to new subcommittees. However, it was the consensus that this action should be delayed for the time being, until the policies of the new War Manpower Commission are made known.

## DEFENSE TRAINING

### Private Schools

The TWI representative informed the group of a new limitation order known as "General Limitation Order L-146, Part 1271," effective June 13, 1942. In substance, this precludes the sale of welding rod and electrodes to training institutions other than accredited schools. The order defines an "accredited" school, including schools organized within industrial plants. It is probable that under the operation of this order, some of the unthical training institutions will fail to qualify as accredited schools.

### Public Schools for Shipyard Vocational Instruction

A tabulation covering these schools from Tulare, California, south, where pre-employment training classes have been established for the shipbuilding industry was presented. (Breakdown by age groups contained in the minutes.) The USES is endeavoring to control assignments to vocational classes of this type so that available training stations will be occupied by eligibles least likely to be considered for military duty.

## MINORITY PROBLEMS

### Statement of Labor Standards for the Recruitment and Employment of Mexican Workers in the United States

The above statement prepared by the Federal Interdepartmental Committee was read and discussed by all committee members present. The executive secretary of the California Taxpayers Association reviewed statistics on the number of persons receiving all types of public assistance, Federal, State, and local, in California during the period from 1940 to 1942. It was stated these persons

MINORITY PROBLEMS - Continued

represented a large number of sub-marginal workers, many of whom might be made available for harvesting crops, particularly through the peak seasons in California. The representative of the Los Angeles Chamber of Commerce stated that to the best of his knowledge there was no shortage of agricultural workers in Los Angeles County. He recommended that further study should be given the plan. The following telegram from the California State Chamber of Commerce was read to the Committee:

> "The State Chamber has not taken position on Interdepartmental Committee proposal for importation Mexican labor. Have checked with principal California grower groups involved. Sugar beet growers may be able to operate under proposal, but majority fear procedures so rigid it would be impossible to comply.
>
> Robert N. Wilson
> Director, Agricultural Department
> California State Chamber of Commerce"

It was the consensus of the LSC that the plan would be difficult to administer, especially in view of the fact that the individuals concerned in many cases do not speak English. Question was raised as to whether the importation of labor is a necessity at this time, as it is not felt that all available supply of agricultural workers have yet been absorbed.

It was the consensus of the Committee that additional study must be made of the tentative plan for recruiting Mexican workers, before definite recommendations of any sort can be submitted. However, it is also the Committee's opinion that there is no immediate shortage of agricultural labor and further, that during the peak which will be reached in August, September, and October, great strides can be made in filling the entire agricultural labor requirements of the State through active recruiting processes on the part of the United States Employment Service, plus the payment of transportation on the part of the farm employer.

As will be noted from a review of the Committee's minutes, we have strongly urged the utilization of Japanese agricultural workers from the various camps in which they are now located. Full utilization of this labor should be made, in the opinion of the Committee, before importation of Mexicans is considered.

EMPLOYMENT OF WOMEN

Manufacturing Order

Colonel Walter H. Adams, U. S. Army, and the Executive Officer met with the Industrial Welfare Commission June 10, at a meeting which dealt with the new Manufacturing Order. Section 7, of the new Order, which provides that

EMPLOYMENT OF WOMEN - Continued

the companies shall pay for the small tools used by women workers, was discussed. The section was interpreted as applying only to female workers earning not more than the minimum wage, and therefore it would not affect any of those women employed in aircraft and probably very few of those engaged in any defense industry.

Members of the Industrial Welfare Commission were cooperative, and stated that if a need for changing the regulations could be demonstrated, they would gladly take such evidence under consideration.

Field Management Division
United States Employmant Service
July 1, 1942

# THIRTY-SIXTH MEETING OF THE SOUTHERN CALIFORNIA INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

Miss Anderson

Los Angeles, California
June 15, 1942

## Members Present

PUBLIC

David T. Babcock, Blyth & Co., Inc., Chairman

LABOR

John Despol, Steel Workers Organizing Committee, CIO
Lloyd Mashburn, L. A. Building Trades Council, AFL

LIAISON OFFICER, SOS

Colonel Walter H. Adams, U. S. Army

U. S. NAVY

Lieutenant Commander A. G. Berry, Jr., USNR

H. R. Harnish, Executive Officer

## Visitors

James G. Bryant, Labor Supply Officer, Region XII
H. D. Huxley, Assistant Labor Supply Officer, Region XII
Charles Fishburn, Training Within Industry Division, WPB
Howard A. Miller, Agriculture Section, L.A. Chamber of Commerce
James A. Nielson, Special Representative, U. S. Civil Service Commission
N. Bradford Trenham, Executive Secretary, California Taxpayers Association

The meeting was called to order by the Chairman, Mr. David T. Babcock, at 5:00 p.m.

JUN 28 1942

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1. Agricultural Labor

Chairman Babcock opened the meeting by introducing the "Statement of Labor Standards for the Recruitment and Employment of Mexican Workers in the United States," prepared by the Federal Interdepartmental Committee. This tentative draft was carefully read and discussed by all the committee members present.

In connection with the proposed plan, Mr. N. Bradford Trenham, executive secretary of the California Taxpayers Association, reviewed with the Committee statistics on the number of persons receiving all types of public assistance--Federal, State, and local--in California, during the period from January, 1940, through January, 1942. Mr. Trenham offered for the consideration of the Committee his analysis of the figures, which showed that these persons on public assistance represented a large number of sub-marginal workers, many of whom might be made available for the harvesting of crops, particularly through the peak seasons, in the State of California.

The proposed plan was also commented on by Mr. Howard A. Miller, of the Agriculture section, Los Angeles Chamber of Commerce. Mr. Miller stated that to the best of his knowledge there was not at present a shortage of agricultural workers in Los Angeles County. Although he was in general agreement with the contents of the tentative proposal, he thought that further study should be made of the plan, particularly in view of the fact that the protective features were such as to make the plan inoperative insofar as the ordinary farmer was concerned.

Chairman Babcock introduced a telegram received from the California State Chamber of Commerce, which he read to the Committee:

> "The State Chamber has not taken position on Interdepartmental Committee proposal for importation Mexican labor. Have checked with principal California grower groups involved. Sugar beet growers may be able to operate under proposal, but majority fear procedures so rigid it would be impossible to comply.
>
> Robert N. Wilson
> Director, Agricultural Department
> California State Chamber of
> Commerce"

The Committee members concurred with Mr. Lloyd Mashburn's statement that the proposed plan would be difficult to administer, especially in view of the fact that the individuals concerned in many cases do not speak English. Mr. Mashburn suggested further that consideration be given to whether or not a condition of actual need has yet arisen for the proposed importation of labor. It is not felt that all available supplies of agricultural workers have yet been absorbed.

It was the consensus of the Committee that additional study must be made of the tentative plan for recruiting Mexican workers, before definite recommendations of any sort can be submitted. However, it is also the Committee's opinion that there is no immediate shortage of agricultural labor and further, that during the peak which will be reached in August, September, and October, great strides can be made in filling the entire agricultural labor requirements of the State through active recruiting processes on the part of the United States Employment Service, plus the payment of transportation on the part of the farm employer.

As will be noted from a review of the Committee's minutes, we have strongly urged the utilization of Japanese agricultural workers from the various camps in which they are now located. Full utilization of this labor should be made, in the opinion of the Committee, before importation of Mexicans is considered.

## 2. Chamber of Commerce meetings

Mr. Babcock spoke on Wednesday, June 10, before a group of businessmen from the Los Angeles Chamber of Commerce. He discussed the operations of the Area Labor Supply Committee, and of the Training Within Industry section, particularly in relation to the Job Instruction Training program.

On Friday, June 12, Mr. Babcock spoke before the Industrial Relations Section of the California State Chamber of Commerce. Colonel Walter H. Adams addressed the Agriculture section the same day, on the subject of possible draft deferment for farm workers.

Many questions were asked at these meetings by those in attendance, and much interest was expressed in the work of this Committee, and in the Training Within Industry program.

## 3. Private Schools

Mr. Charles Fishburn, of the Training Within Industry Division, War Production Board, informed the group of a new limitation order which had been issued by the Priorities division of the War Production Board. This order, known as "General Limitation Order L-146, Part 1271," became effective June 13, 1942. In substance, it precludes the sale of welding rod and electrodes to training institutions other than "accredited schools." The order then goes on to define an "accredited school" as being an institution which offers a course of training for welding operators conforming to the American Welding Society's "Proposed Code of Minimum Requirements for the Instruction of Welding Operators," as issued at the date of this order, and one which furnishes to the apprentice a full training course devoted entirely to one welding process, which qualifies the applicant as an industrial welder in not to exceed 200 hours of instruction. This definition includes schools organized within industrial plants. It is probable that under the operation of this order, some of the unethical training institutions will fail to qualify according to the definition of "accredited schools."

## 4. Public Schools for Shipyard Vocational Instruction

A tabulation recently prepared by the Office of the Assistant Director for Training for National Defense, covering those schools from Tulare, California, south, in which institutions had been established pre-employment training classes for the shipbuilding industry, was presented by Mr. Fishburn.

The following breakdown, by age groups, shows the number of trainees who were single and without dependents, and therefore more likely to be called for Selective Service:

| Age Group | Total No. |
|---|---|
| 18 - 20 | 156 |
| 21 - 25 | 78 |
| 26 - 30 | 65 |
| 31 - 36 | 55 |
| 37 - 40 | 43 |
| 41 - 45 | 42 |
| Total - | 439 |

The United States Employment Service is endeavoring to control assignments to vocational classes of this type, so that the available training stations will be occupied by eligibles least likely to be called for military duty.

Colonel Adams stated that Selective Service will, at a future date, after Congress amends the Selective Service Act, undoubtedly draw from the age group of 18 to 20 years. In this connection, Commander Berry mentioned the taking of apprentices from the 18 to 20 age group. It is still not generally recognized that many of these younger men will be subject to Selective Service in the near future. Colonel Adams confirmed the fact that apprentices are not being deferred at present because of their occupations, unless they have been in training for an appreciable length of time.

## 5. Objectives of the Labor Supply Committee

Because some of the Committee's original objectives have changed with the course of events, it was suggested that the Committee's aims be re-defined, and that various phases of its responsibilities be delegated to new sub-committees. However, it was the consensus that this action should be delayed for the time being, until the policies of the new War Manpower Commission are made known.

## 6. Executive Officer's Report

### a. Proposed Labor Policy on War Construction Projects

The Executive Officer submitted a proposed "Memorandum of Labor Policy on War Construction Projects for the States of California and Nevada," which had the approval of several Government agencies. The proposed statement of policy was referred to Mr. Lloyd Mashburn for study and recommendations.

### b. Industrial Welfare Commission

Colonel Walter H. Adams and the Executive Officer met with the Industrial Welfare Commission June 10, at a meeting which dealt with the new Manufacturing Order. Section 7, of the new Order, which provides that the companies shall pay for the small tools used by women workers, was discussed. The section was interpreted as applying only to female workers earning not more than the minimum wage, and therefore it would not affect any of the women employed in aircraft, and probably very few of those engaged in any defense industry.

Members of the Industrial Welfare Commission were cooperative, and stated that if a need for changing the regulations could be demonstrated, they would gladly take such evidence under consideration.

c. Meetings with Labor Supply Committees in Other Areas

The Executive Officer attended the recent Regional Labor Supply Committee meeting at San Francisco on June 12, 1942. He also attended the Northern California Industrial Area committee meeting, also at San Francisco, on June 11. Minutes of these two meetings will be available for the members of the local Committee.

The meeting was adjourned at 6:30 p.m.

XII
Oregon Area
No. 11 - 6/27/42

Miss Anderson 7/29/42 ✓

WOMEN'S BUREAU
JUL 29 1942
DEPARTMENT OF LABOR

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Eleventh Labor Supply Committee Meeting
## Portland - June 27, 1942

## LABOR RECRUITMENT

### Labor Supply for the Lumbering Industry

In the fir production area west of the Cascades, there is a shortage of approximately 10 to 12 percent in the logging camps, and the shortage in the sawmills is slightly less. The weather has been a contributing factor in the log production, and the labor shortage is men, who could not work in the woods because of the weather, had gone elsewhere and are not available when the weather is favorable for logging. In one instance, the Booth-Kelly Lumber Company took off one full shift because they could not get logs.

Setting of a wage scale immediately to stop men leaving the industry is one of the first corrective measures. This alone would go a long way in remedying the situation.

Many skilled men valuable to the logging industry are being drafted. If the Government wants their orders filled, something must be done toward deferment of men essential to the industry.

## DEFENSE TRAINING

### Training of Women for Bus Drivers

WPB disapproved training for bus drivers. The VE Department has been requested to assist in the training of drivers for 150 buses which the Portland Traction Company is getting, but unless the drivers can be trained out of funds other than National Defense Training funds, there will be no classes. Further report of developments will be made at the next meeting.

### Training of Blind Workers for War Industries of West Coast

Mr. Chapel, Director of Vocational Training and Placement for Adult Blind, working under direction of the Commission for the Blind, is endeavoring to train blind persons to take their places in industry along with sighted persons. Four men have been enrolled in the Woodland School for Training and two more will be added shortly. These men will be adsorbed in industry in Portland upon completion of training.

Types of work that can be done by the blind are: turret lathe work, drill press work, arbor press work, electrical assembly work, machine inspection, brass threading, bolt threading, sorting of small parts, packing of parts to be shipped, operation of making and drilling blocks to be used in fastening cargo in transit, and switchboard work. The potential supply of blind available in Oregon is about 300. It was suggested that Mr. Chapel work with Mr. Johnson,

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IRB

## DEFENSE TRAINING - Continued

Agency Coordinator, USES. The representative of VE recommended that the blind be trained along with sighted people inasmuch as training is done for the industry and not for the individual.

### Basic Training for Logging and Lumbering Industry

It was cited that it may be possible to lay down a very small foundation for the type of work done, but the majority of "training" would have to be in the woods along with the experienced crews. Green men on the crews increase the responsibility of the foreman and slow down production. The Chairman requested the Department of Labor Apprenticeship Representative and Mr. Peoples of the CIO to discuss the possibility of any basic training which may be done.

## MINORITY PROBLEMS

### Employment of Minors in Hazardous Jobs in Shipyards, Logging and Lumbering Industries

In line with the proposed order of the Children's Bureau regarding employment of minors in hazardous occupations in shipyards, a study of conditions in the shipyards and the logging industries was made. The number of minors employed in the shipyards is increasing daily. High school graduating seniors are required to secure written permission from the high school principal to take after-school training for three hours every day. At the close of school and upon their graduation, they are referred to training classes to be sent to the shipyards for employment upon completion of training. The majority of minors are not in hazardous occupations. Accidents among minors are low and no greater than among adults.

It is felt that restrictions on occupations for minors in the logging and lumbering industry are too stringent and that they should be relaxed.

ACTION--The LSC approved the drafting of an article in connection with the Bureau of Labor in Oregon relative to modification of the proposed shipyard order and existing restrictions in the logging and lumber industry.

## DISRUPTIVE RECRUITING PRACTICES

### Labor Piracy

In terms of percent, one plant contacted has had a turnover of 35 percent per month for March, April and May; another plant has averaged a 32 percent turnover for these months. The most acute turnover in the logging and lumber industry is in the Willamette Valley, where crews are being bid out of one camp into another. The pay rate in the Valley, is lower than the rate being paid from Albany north to the Canadian line but is being increased little by little, and when the higher wage is reached, the pirating practices will no doubt be reduced.

## DISRUPTIVE RECRUITING PRACTICES - Continued

Lumber mills are down 25 percent of the time each month, and in order to make any production many mills have hired college and high school students. Green help in the woods increases the number of accidents and decreases production. In some instances, men work in the camp or mill for a few days to obtain "grub stakes" and then leave to work in the shipyards, causing the rate of turnover to be out of balance with the actual shortage.

### Promiscuous Advertising by War Contractors

Plans for transferring men from non-defense to defense industries were discussed. It will be necessary to establish a system for transferring these men, to protect the status of the man with his former employer, and employers will recognize the need for the transfer of such employees and cooperate with the war effort in making such transfers for the duration.

It was recommended that the Area Committee contact the newspapers informing them of the results of promiscuous advertising.

ACTION -- The Committee was appointed to contact newspapers regarding promiscuous advertising.

Field Management Division
United States Employment Service
July 22, 1942

Miss Anderson

XII

7/29/42

## TENTH MEETING

## WASHINGTON INDUSTRIAL AREA LABOR SUPPLY COMMITTEE

WOMEN'S BUREAU
DEPARTMENT OF LABOR

Seattle, Washington

July 13, 1942

### Members Present

General H. G. Winsor, Chairman, District Representative, TWI

**Labor:**

| | |
|---|---|
| T. R. Neilson | Secretary of Washington State<br>Industrial Union Council, CIO |

**Civil Service Commission:**

| | |
|---|---|
| Paul N. Cole | Asst. District Manager, U. S. Civil Service Commission |

**U. S. Employment Service, State of Washington:**

| | |
|---|---|
| A. F. Hardy | Director |

**Army:**

| | |
|---|---|
| Lt. Colonel W. H. Nelson | Liaison Consultant, Labor Division,<br>Office of Under Secretary of War |

**Navy:**

Commander F. D. Manock, U.S.N. Civilian Personnel Officer

Lt. Commander A. H. Roos, U.S.N.R. Training Officer

### Visitors

James E. Maxwell, National Resources Planning Board
Roy W. Atkinson, Acting Regional Director, CIO
Helmer W. Malstrom, State Board for Vocational Education
James Arentson, U. S. Office of Education
Leighton H. Steele, War Manpower Commission
M. L. Goodwin, National Defense Training School

The meeting convened at 9:30 a.m., with General H. G. Winsor as Chairman. He explained that Mr. John J. Corson of the Bureau of Employment Security, who had expected to be present at this meeting of the committee, had arrived in Seattle yesterday but had been required to leave prior to the meeting in response to a call from Washington, D. C.

JUL 20 1942

Transportation Problem:

Colonel Nelson was called upon for a report as to the transportation situation. The Kenworthy Company is constructing ten new units for the North Coast Transportation Co. and is authorized to construct 14 more, delivery of the total 24 to run to about the middle of August. With these additional 24 buses, the North Coast believes it will be able to handle the traffic to Renton.

Regarding the dormitory situation at Renton, Colonel Nelson stated he is to meet with the committee on that and will have a further report for next meeting; that there are now dormitories in course of construction which will house 1,000 at Kirkland and 3,000 at Renton.

The Tacoma transportation situation is working out very well and when completely ironed out, their problems will be settled practically for the duration. It may also be possible to supplement Seattle's buses with Diesels from Tacoma.

Agricultural Situation:

Mr. Hardy reported that, regardless of the publicity on the agricultural situation, it is pretty well under control. Rain retarded ripening of strawberries and resulted in the raspberry crop maturing at the same time which called for more people than ordinarily required to harvest each crop singly. In his opinion, there will be no crop loss which can be directly chargeable to labor shortage.

However, dairy hands and hay hands are very short. The dairy situation is particularly serious. The USES has a clearance order out in the Dakotas, Minnesota and Iowa on a pooled interview basis. Wage offers have about doubled but employers are still not able to get workers. This may ultimately result in the slaughter of the herds, which will be extremely serious for the dairy industry.

The recruiting of people who are on parole from penal institutions or who will be discharged within 90 days is being considered. There are experienced milkers among them and about 90 will be available from that source. However, about 200 are needed right now, particularly in the region of Skagit County.

Colonel Nelson expressed the opinion that there should be some way to release men who are not actually needed where they are so they could do some other essential work; that there should be a correct estimate made of what it requires in the way of manpower on the production line to perform certain jobs; that there should be a sensible, practical allocation of labor so that if there is a surplus in any plant, they may be used in the many other places where they are needed.

Commander Roos thought that due to conversion and lack of materials in certain industries there are some men not working to full capacity but the industries can't lay them off, otherwise they will lose them.

It was agreed that the Employment Service and Civil Service Commission must have correct information of needs, broken down into definite classifications and that some one agency ought to have the knowledge of what labor requirements are, then hold that one agency responsible for labor supply.

Mr. Hardy stated that the questionnaire now to be used by the USES will go to every person between 18 and 65. When registered, these people will answer questions so USES will know regarding where a worker is located and also what skill he possesses.

Mr. Neilson expressed concern about obtaining experienced men for skills coming under jurisdiction of the National Maritime Union and the question was raised as to where experienced men would be obtained to operate ships when launched.

Commander Manock gave it as his view that training is the solution and that ships would be taken over by a naval crew.

The Chairman expressed the opinion that it would be necessary to place every able-bodied person in the United States in the place where he can do the most good and to do that all industries should be manned by the minimum number of men necessary to meet their own immediate requirements.

The matter of requesting the Chairman to appoint a Labor Stabilization Committee to work this out in a very definite way and make a recommendation to the Regional Labor Supply Committee to pass on to Washington was considered.

Mr. Neilson stated that the CIO would welcome such a committee as it represents industries where workmen are not as well paid as in the aircraft and shipbuilding industries - such as lumbering - and have difficulty keeping men on the job.

After some discussion, it was decided to defer further consideration of such a committee until the next meeting in order to learn meanwhile what directives will be issued through the War Manpower Commission pertaining to the subject under consideration.

Boeing Situation:

With regard to the Boeing situation, Mr. Hardy, chairman of that committee, reported that owing to the fact that responsible parties of the company are in California on discussions of the wage structure and representatives of labor are there also, while the balance of the committee have been in Wenatchee prior to the convention being held there, he didn't see a chance to hold the committee meeting until possibly next week.

Labor Market Generally:

Reporting on the labor market generally, Mr. Hardy stated that both in industry and agriculture there are some pretty serious state-wide problems. Information as to actual needs by classifications and skills in industries would simplify the job to a great extent. The USES can definitely see just exactly what is needed in agriculture, by crops, acres, etc. If the same were true on the industrial side, there could be some real, constructive planning to meet such labor needs by the USES.

Trainees - Sheet Metal Workers - Pre-Employment:

Commander Roos commented that the difficulty here had arisen because of a regulation that after July 1, 1942, the lead teacher would have to teach one-half time, or 4 hours per day, and on that basis the sheet metal people would not go ahead. They want the lead teacher to coordinate and supervise full time. The committee is still working on the problem.

The Chairman called upon Mr. Arentson of the U. S. Office of Education, for comments:

He said the Office of Education is of the opinion that lead teachers should do some teaching. If they become mainly coordinators and supervisors, they have to be paid out of supervisory funds, which are limited to 10% and this state is having trouble keeping under that. Also, the Office of Education has been rather insistent that people in jobs of that kind should have definitely outlined duties so that it is known that they are on the job and what they are supposed to do and that the Board should outline duties of lead instructors. Some crafts could well put in full time in coordination; in others there is no excuse for a full-time lead instructor who doesn't teach. If he isn't going to teach, he should fall into the supervisory group.

Nevertheless, Mr. Arentson continued, training must go on if it is needed, and he believes it is. But that while arguing about the situation, there must be some way to keep the training going. He thought it clearly a public proposition in which everyone is interested and a situation in which no one faction could be allowed to take over, that is, either employers or unions, but should be determined by school authorities. He stated that classes should operate while a solution is being sought, because keeping the work going is important.

This matter was put over until the next meeting of this committee as Commander Roos believes it can probably be ironed out.

The Chairman stated the committee would accept the report as one of progress and ask for another report at the next meeting.

A motion was passed that a resolution to the following effect be drawn up and submitted by the Chair to the activity which seems to be stopping the training program as outlined above:

> BE IT RESOLVED, That in the present emergency we need all the training facilities that have been made available and that any problem that has been developed in vocational schools with regard to exact procedure, or the method employed, should be immediately adjusted so that the facilities of the schools can be made available in the war production effort.

Foundry Situation:

The committee appointed to investigate ways and means for producing molders in turn appointed a sub-committee to work the matter out. Mr. E. R. Hinton was chairman of that sub-committee. Also on the committee were Fred Kruse and E. R. Johnston. A plan was drafted whereby a representative will be sent back East to actually contact the molders there to see if about 300 men can be brought out here. The USES here is making a survey of needs and will get commitments from employers. They are wiring the Sixth Region around Chicago advance notice that in about 10 days a man will be back there and for them to go through a preliminary screening to weed out those not competent. The employers have selected a salesman and his employer will release him for 30 days provided he can obtain 3 laborers. This man knows all the foundries and the needs and will go back and hire men for the particular foundry, pay their transportation, which will be paid back to the company on the basis of about $5.00 a week.

Commander Roos believes that if this try works, it may work with other crafts, and that the unions have said that if it doesn't work, they will permit training agencies to go ahead and train molders in this area. The USES survey was to start this morning and advance notice given to the East.

This report was accepted as a report of progress and the committee requested to continue.

Training Situation:

A slump has been noted in pre-employment enrollments. The committee decided to hold everything for the time being until the War Manpower Commission gets to working.

In-plant training is going along satisfactorily, but what to do about it will be better known when it is learned what the needs are going to be; that every agency and all facilities for training people should be utilized.

The Chairman then brought up a letter of protest received from the Boeing Aircraft Company concerning men having been taken out of the plant and sent to McChord Field by the Civil Service Commission. Mr. Cole stated the definite policy of the Civil Service Commission to be to refuse to consider for employment anyone who is now employed in a war industry. When the applicant learns he will not be considered because he is now employed, he promptly resigns and comes back to apply for a Civil Service position. If the employers refuse to release such people, they have disgruntled employees on their hands. He explained that so far as Government agencies are concerned, an employee who resigns cannot be hired by any other agencies for a period of 90 days unless he has a written release from his former employer.

After considerable discussion of the subject, a motion carried that the resolution set out below, regarding clearance of labor as between war industries, be approved and referred to the Twelfth Regional Labor Supply Committee for such action as it deems expedient:

"BE IT RESOLVED, That no Government agency or private industry shall be permitted to employ any person who is now engaged in Government industry or private industry on war work, or has been so employed within 90 days, unless such person can present a written release from his employer, or some committee set up by the War Manpower Commission has determined that his services would be more essential to the war effort in his new employment."

Advertising:

Mr. Hardy stated that promiscuous advertising has stopped here and he has not had a thing on it lately. However, he stated further that the USES itself is going to run classified ads when necessary. This is another thing that the War Manpower Commission has under consideration.

The meeting adjourned at 12:15 p.m.

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8/5/42 Miss Anderson 11

XII
So. California Area
No. 37 - 6/29/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

## Thirty-seventh Labor Supply Committee Meeting
## Los Angeles - June 29, 1942

## LABOR RECRUITMENT

### Available Labor Supply for Cantonments in Prescott Area

The Executive Officer conferred with the Central Building Trades Council regarding the available supply of building tradesmen for the cantonment job in the Prescott area. Difficulty in furnishing men is anticipated unless the contractor provides transportation. If living conditions are satisfactory, the Building Trades Council feels it will be able to supply a reasonable number of building tradesmen.

### Proposed Labor Policy on War Construction Projects

The agreement has been signed by most of the Federal agencies concerned. It was suggested that the agreement, as it stands, should be released without further action by the Committee because of difference of opinion on some of the details. After some discussion, it was decided to forward the statement of policy to the Regional Committee without recommendation.

### Hoarding of Skilled Workmen

Attention was called to the frequent occurrence of the hoarding of skilled workmen, particularly on the part of small companies which are facing curtailment of business. Such situations are being corrected as rapidly as they are discovered.

Prospects for the stabilizing of wages in the local area were mentioned. It was felt that at the present time, there is too large a wage differential on certain types of employment. This is making it difficult for some employers to hold their workers.

## DEFENSE TRAINING

### Pre-employment and Upgrading Training

Several new National Defense Training classes in aircraft and shipbuilding have been recommended by the USES, to be established in residential areas of minority groups. Difficulties are being experienced in starting the classes, because of shortages of qualified instructors and the necessity of obtaining priorities sufficiently high to procure equipment and materials. Some of the classes will start, however, on July 1, 1942. The Executive Officer conferred with representatives of the Los Angeles City Board of Education on the details of the proposed program, and it is believed that in a short time it will be fully under way.

## DEFENSE TRAINING - Continued

### Private Schools

The question of standards for private schools was discussed, and the desirability of proper licensing was conceded. Legislation will be necessary to secure a uniform law and this should probably be on a Statewide basis. It was agreed that the Executive Officer should write to authorities in several states believed to have such legislation in effect, in order to secure copies of the laws governing standards for fee-charging vocational schools. Upon receipt and study of this material, definite recommendations of the Committee will be made.

## DISRUPTING RECRUITING PRACTICES

### Labor Pirating

Complaint of the Vultee Aircraft Company that other organizations are hiring their workers without securing a release from employment was introduced. Despite the result of a meeting held some time ago by representatives of the US Army Air Corps depot and subdepots, the US Civil Service Commission and representatives of various aircraft plants, establishing a certain procedure for recruiting workers, the matter apparently has not been settled to the satisfaction of aircraft companies. It has been reported that men are still being lost to them, contrary to the terms of the agreement.

A meeting has been arranged for July 10 to work out a more satisfactory agreement on this problem. Representatives of the US Army Corps, US Civil Service Commission, USES, the Area LSC, and aircraft companies will be present.

Field Management Division
United States Employment Service
July 21, 1942

8/5/42 Miss Anderson

XII
Washington Area
No. 10 - 7/13/42

## LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

### Tenth Labor Supply Committee Meeting
### Seattle - July 13, 1942

## LABOR RECRUITMENT

### Shortage in Foundry Occupations (Washington Industrial Area)

Report was made by the Committee appointed to investigate ways and means for producing molders. A plan was drafted whereby a representative will be sent East to actually contact molders in an effort to bring out about 300. The USES in the Washington Area is making a survey of needs and will get commitments from the employers. They are wiring the Chicago area that within ten days a representative will be there, requesting them to do preliminary screening. A man who knows all the foundries has been selected to hire men for the particular foundry, and pay their transportation, which will be paid back to the company on the basis of about $5.00 a week. Commander Roos stated that if this try out works, it may work with other crafts. The unions have stated that if it does not work they will permit training agencies to go ahead and train molders in this area. The USES survey is to start immediately and advance notice given to the East. The Committee will continue its activities.

### The Agricultural Situation

The Director, USES for Washington, reported that the agricultural situation seems to be well under control. It was reported that there will be no loss of crops due to labor shortage.

Dairy hands and hay hands are very short. Wage offers have doubled yet employers are unable to get workers. This may result in slaughtering of the herds which would be very serious to the industry. Consideration of recruiting men on parole from penal institutions is under way. This would avail about 90 experienced milkers, while 200 are needed immediately in the region of Skagit County.

## DISRUPTIVE RECRUITING PRACTICES - Boeing Aircraft Company

The Chairman presented a letter of protest received from the Boeing Aircraft Co. concerning men having been taken out of the plant and sent to McChord Field by the Civil Service Commission. Mr. Cole representing Civil Service stated the definite policy of the Commission to be refusal to consider for employment anyone presently employed in a war industry. When the applicant learns he will not be considered because he is now employed, he promptly resigns and comes back to apply for a Civil Service position. If the employers refuse to release such people, they have disgruntled employees on their hands. He explained that so far as Government agencies are concerned, an employee who resigns cannot be hired by any other agencies for a period of 90 days unless he has a written release from his former employer.

After considerable discussion of the subject, a motion carried that the resolution set out below, regarding clearance of labor as between war industries, be approved and referred to the Twelfth Regional Labor Supply Committee for such action as it deems expedient:

## DISRUPTIVE RECRUITING PRACTICES - (Continued)

"BE IT RESOLVED, that no Government agency or private industry shall be permitted to employ any person who is now engaged in Government industry or private industry on war work, or had been so employed within 90 days, unless such person can present a written release from his employer, or some committee set up by the War Manpower Commission has determined that his services would be more essential to the war effort in his new employment."

## COMMUNITY PROBLEMS

### Transportation and Housing

Ten new buses are now under construction for the North Coast Transportation Company with 14 more authorized. With these additional 24 buses the North Coast believes it will be able to handle the traffic to Renton.

There are now dormitories in course of construction which will house 1000 at Kirkland and 3000 at Renton. A further report was promised by the next meeting.

The Tacoma transportation situation is working out very well and their problems seem to be practically settled for the duration. Seattle's buses may be supplemented with Diesels from Tacoma.

Field Management Division
United States Employment Service
July 27, 1942

XII
Southern California
No. 38 - 7/27/42

# LABOR SUPPLY ACTIVITIES SELECTED FROM RECENT LABOR SUPPLY COMMITTEE MINUTES

Thirty-Eighth Labor Supply Committee Meeting
Los Angeles - July 27, 1942

## LABOR RECRUITMENT

### Longshoremen Requirements

Longshoremen are now in urgent demand in the Long Beach-San Pedro area at Port Hueneme. Many longshoremen have found work in the shipbuilding industry. The International Longshoremen and Warehousemen's Union has instructed all registered longshoremen to return to work. Under the agreement between the ILWU and the WAterfront Employers Association, if the workers did not return upon call, they would automatically be suspended from the register. This situation caused considerable confusion, insofar as the shipyards are concerned.

An arrangement was agreed upon whereby all longshoremen, with the exception of those who are being retained by the shipbuilding industry in key positions, will be immediately reinstated to the active longshoremen registration list on their return to longshore work, provided they return within 90 days from the time of their termination of employment with the shipyards.

### Birth Certificates

The necessity for securing birth certificates was again discussed. Colonel Adams outlined his understanding of the procedure for substituting an affidavit by a worker in lieu of a birth certificate. It was pointed out, however, that evidently this information has not reached many employers. It was the consensus of the Committee that this situation should be presented to the Regional LSC for consideration and action, toward the end that complete information be disseminated to employers and Federal agencies regarding the substituting of an affidavit and acceptance of responsibility of hiring under such circumstances.

### Shipbuilding

Due to the shortage of steel, one of the major shipbuilding companies will reduce its force ten percent and no replacements will be made until such a reduction has been effected. It is felt that other shipyards in the area may be affected likewise due to lack of materials.

At the present time, some of the workers in the mentioned ten precent reduction at one plant are being absorbed by another shipyard in this area, and transfers of additional workers are being effected to the Marin Shipbuilding Company at Sausalito.

### Goodyear Tire & Rubber Company and Firestone Tire & Rubber Company

The Building Trades representative reported that many large building projects in progress at present would be completed between August 15--September 15, which will

LABOR RECRUITMENT - Continued

release numerous building tradesmen, sufficient to take care of the new undertakings of the two above-named companies at Dominguez, Los Angeles. Unless unanticipated war contracts develop, it is believed that a sufficient supply of construction workers will be available to meet the demand.

### Release of Skilled Civil Service Employees

Colonel Adams, US Army, suggested that a possible source of supply of skilled workers might be available through release of men now employed by City and County Civil Service work, if their seniority rights could be protected by leaves of absence. In this connection, it was the recommendation of the Committee that a sub-committee composed of Mr. Mashburn as Chairman, Mr. Harnish, and Colonel Adams, investigate this matter and report their findings.

## MINORITY PROBLEMS

### EMPLOYMENT OF Friendly Aliens

It was pointed out that clarification should be had in connection with hiring Mexicans who have not taken out their first citizenship papers. Some employers feel that such workers should not be hired unless they are willing to take out first papers. Such rules have been issued by the US Army Air Force. Colonel Adams was requested by the Committee to secure authentic information on this matter.

### USES Advisory Committee on Minority Groups

Discussion was had as to the desirability of establishment of an advisory committee to assist the USES in Los Angeles, in connection with development of a unified program for the training and employment of members of the minority and racial groups here, such a committee to consist of representatives of management, labor unions, and of the various groups acting for racial and minority groups.

## DISRUPTIVE RECRUITING PRACTICES

### Labor Pirating

Agricultural Workers--The AFL representative reported labor pirating by the contractor constructing Army and Navy projects at Niland and Blythe, mostly agricultural workers including Mexicans. The matter will be investigated and corrective steps taken.

The Army Air Force--The Western Procurement District of the Army Air Force, the San Bernardino Air Depot, the US Civil Service Commission and the major aircraft companies were present. Among the provisions to the submitted to all interested parties for final approval are:

A central recruiting office for the San Bernardino Air Depot is to be established by the US Civil Service, at San Bernardino, through which all applications for workers will be cleared.

DISRUPTIVE RECRUITING PRACTICES - Continued

The Air Depot must also procure some skilled workers. They will upgrade as far as possible by installing training programs.

On construction jobs a policy agreement has been entered into - signed by various governmental agencies. Employers are now being contacted by the Labor Relations representative, USES, in order to explain the need for an agreement in connection with overtime work.

Field Management Division
United States Employment Service
September 11, 1942

LONG HOURS AND Lunch Periods, 1940-1941

For Immediate Release
July 12, 1940

R-900

U. S. DEPARTMENT OF LABOR
WAGE AND HOUR DIVISION
Washington

# COL. FLEMING'S LETTER TO THE PRESIDENT ON THE CEILING FOR HOURS AND THE NATIONAL EMERGENCY

The following letter was read by the President this morning (Friday, July 12, 1940) at his press conference:

July 11, 1940

The President
The White House
Washington, D. C.

Mr. President:

The question whether in the light of the national defense emergency it will be necessary to raise the ceiling for hours, above which time and one half must be paid, has given me much concern.

As a soldier, the nation's defense is my primary interest. My assignment to the administration of a labor law has in no way lessened that interest.

Were there any defense need in certain industries for abrogation of the time and one half rule, nothing could keep me from so reporting. In my contacts with industry no such need has yet been demonstrated to me.

Two documents from the last war should be called to public attention:

One is the wartime report of the British Munitions Commission. The report stated that from experiments spread over thirteen and a half months, a reduction of working hours of munitions workers was associated with an increase of production. For example, in one factory hours of work were changed, first from a 66-hour week to a 55-hour week, and then to a 45½-hour week. Considering the weekly output of the 66-hour week as 100, it was found that the 55-hour week yielded a relative output of 111. The 45½-hour week yielded a relative output of 109. Thus the 45½-hour week yielded more in products than the 66-hour week and practically as much as the 55-hour week. The same results were obtained during the 13-month period in various other munitions factories.

The other document is General Order No. 13 issued by the Chief of Ordnance, United States Army, on November 15, 1917, seven months after the declaration of war when the United States was at the height of its procurement effort. The Order stated:

> "In view of the urgent necessity for a prompt increase in the volume of production of practically every article required for the conduct of the war, vigilance is demanded of all those in any way associated with industry lest the safeguards with which the people of this country have sought to protect labor should be unwisely and unnecessarily broken down. It is a fair assumption that for the most part these safeguards are the mechanisms of efficiency. Industrial history proves that reasonable hours, fair working conditions, and a proper wage scale are essential to high production. During the war every attempt should be made to conserve in every way possible all of our achievements in the way of social betterment. But the pressing argument for maintaining industrial safeguards in the present emergency is that they actually contribute to efficiency. To waive them would be a shortsighted policy, leading gradually but inevitably toward lowered production."

These documents were drafted almost a generation ago. The production line techniques of industry have been greatly developed since then. Today maximum production calls for maximum efficiency of the machine. Maximum efficiency of the machine is usually obtained by using relays of workers in shifts short enough to make constantly intense effort possible.

I think it also should be called to the public's attention that the French 40-hour week in effect from 1936 to 1938 had little resemblance to our "ceiling for hours." The French 40-hour week generally was a rigid limitation.

Germany was on an 8-hour day, 48-hour week basis from July 26, 1934, to January 1, 1939. A survey entitled "Labor Policy in Germany" appearing in the June 1940 issue of the Monthly Labor Review reports that a 10-hour day, 60-hour week began in non-defense industries after January 1, 1939, due to a labor shortage. In the more vital industries, hours up to 16 per day might be permitted by the factory inspector. But this lengthening of working hours was not successful. The article states: "Production began to fall off rapidly, accompanied by such an alarming increase of industrial accidents and stoppages as to attract the serious attention of the government authorities ... The government applied the strictest measures against suspected saboteurs but also began to lighten somewhat the hard labor conditions."

Any complaints from the key defense industries that the payment of time and a half for overtime is making difficult their operation will be promptly brought to your attention. To date the Wage and Hour Division has received but three such complaints, all from small establishments.

Respectfully,

Philip B. Fleming
Administrator

Please return to
Louise Stitt
Room 1313
U. S. Dept. of Labor

# HOURS OF WORK
# IN
# RELATION
# TO
# HEALTH AND EFFICIENCY

NEW YORK STATE
DEPARTMENT OF LABOR
FRIEDA S. MILLER
*Industrial Commissioner*

DIVISION OF WOMEN IN INDUSTRY
AND MINIMUM WAGE
KATE PAPERT
*Director*

Reprinted from *The Industrial Bulletin,* May 1941 issue

## RELATION OF HOURS OF WORK TO HEALTH AND EFFICIENCY*

At this time, when our country is being geared to a defense economy and increased production and service are essential for national protection, it seems opportune to review some of the experiences of our own and other countries relating to working conditions. In times of stress there is the grave danger of forgetting past experience and in the attendant excitement advancing the objectives of maximum production and service through conditions detrimental to both the desired objectives and the well-being of the workers affected. This seems particularly true of that one condition—hours of work—which so readily lends itself to alteration at such times.

Already there have been demands that hours standards established in recent years be relaxed during the present emergency regardless of the existing evidence that increased hours of work do not increase production proportionately and may even decrease it absolutely. In spite of lessons learned in the last war, England and Germany, at the beginning of the present conflict, made the serious mistake, since partially rectified, of lengthening working hours with the result that the health and efficiency of the working force were reduced, accidents and spoiled work increased, and production suffered.

In 1912, Josephine Goldmark in her campaign for the shorter day for women brought out a monumental review of all the existing data on fatigue and efficiency. Among the earliest experiences with the shorter work day were the classic experiments of Robert Owen with the 10½ hour day in his cotton mills when the prevailing work day was 16 hours. In 1816, Owen found that the output of his mills on the shorter day did not fall significantly below its previous amount owing to the greater energy displayed by the workers. Ninety-nine years later, the British government, shocked by the effect of wartime production methods on the health of munition workers, appointed the Health of Munition Workers Committee to promote remedial measures. The last 26 years since the appointment of this committee have seen the accumulation of abundant evidence, confirmed by supporting data from the laboratory and the sick-bed, on the positive correlation between long hours, ill-health and lowered production. Nonindustrial investigations have been concerned with the effects of fatigue on the physical and mental condition of man and lower animals.

### Fatigue Reduces Capacity

The condition of fatigue is normally experienced at the end of a day's work or any prolonged period of continuous activity. It results in a temporary reduction in working capacity, but such fatigue is dissipated by the change of activity which takes place at quitting time and by the recuperation afforded by the night's rest. Excessively long periods of activity and insufficient time for recuperation adversely affect the health and efficiency of the worker. Fatigue as a contributing cause of pathological states has been observed in infectious diseases ranging from the common cold to tuberculosis, in gastric disorders, and in nervous ailments consisting of a slight derangement of attention up to complete nervous breakdown.

In controlled experiments rats have been fatigued in revolving drums to the point of exhaustion and the effect of such fatigue on their resistance to certain bacteria observed. Fatigue greatly increased the illness and mortality in these animals and had similar results in experiments with rabbits. Anatomical changes as a result of lack of sleep have also been noted in the brain cells of the latter. Lack of sleep can be more disastrous than lack of food. Ten nursing puppies were dead within a week when kept from sleep whereas the same animals could go without food for nearly a month without these fatal effects.

The psychological effects of fatigue are a matter of common knowledge as well as scientific observation. Fatigue can turn a normally good-natured individual into a fretful, disagreeable one. Physically tired athletes showed a considerable reduction in mental efficiency when confronted with special tests. Their reaction time and the number of errors made were increased significantly. Loss of a full night's sleep had similar effects on the mental ability of healthy young college students, and the loss of just two hours of sleep necessitated the consumption of more energy in doing mental problems than when the full quota of sleep was obtained.

### Effects In Industry

In industry it is possible to measure the extent of fatigue by the effect of varying hours of work, vacations and nightwork on working capacity, provided other conditions remain the same. Besides the alleviation of fatigue, the causes for the increase in efficiency which follow a reduction in working hours may be an improvement in morale and attitude of the worker, and the desire to maintain wages if a piece-rate system is employed. However, all investigators have noted that improvement in output following the introduction of more liberal hours schedules has occurred gradually over a period of time which would allow for the recuperation from the fatigue effects of the longer hours. Workers paid on a time rate as well as a piece rate have displayed the same improvement, and in many cases the wages of piece-workers on shorter hours have exceeded their wages on longer.

*In the survey which follows the data utilized are drawn, as far as possible, from scientifically controlled observation and not from personal impression.* Observed facts relating to the effects of hours of work cover the relation of hours to quantity and quality of work, accidents on the job, lost time, and the illness record of the worker.

The bulk of the data relates to quantity of production. This phase of the hours question has been studied in a variety of ways: Work curves have been drawn up recording output from hour to hour during the day and from day to day during the week; output has likewise been observed in relation to changes in the general schedule of hours—before and after a change in the over-all number of hours, before and after the institution of rest pauses, before and after vacations and holidays, etc.

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* This is an abstract of a detailed survey of the literature on the subject prepared by the physician on the staff of the Division of Women in Industry and Minimum Wage. For bibliography and citations reference should be made to the original report, copies of which will be available directly from the Division at 80 Centre Street, New York City.

### Quantity of Production Varies

The typical work curve shows a gradual rise in the rate of production during the first few hours of the working day, followed by a steady decline after the third or fourth hour. A short period of increased production occurs after the lunch hour but this soon falls off again, the general level of the afternoon output never approaching that of the morning. The weekly curve shows the same general characteristics, maximum production occurring toward the middle of the week, followed by a gradual fall. The main factors influencing the rise and fall of output are, respectively, practice and fatigue, so that ideally the curve should show a gradual rise throughout the day if all fatiguing conditions can be eliminated. This ideal is partially approached in less fatiguing work, such as dexterous hand work in contrast to heavy muscular work and where the working day is shorter.

In a comparative study of an eight-hour and 10-hour metal working plant, the United States Public Health Service noted that hourly production throughout the day at the eight-hour plant more nearly approached that of the maximum than at the 10-hour plant, and dexterous hand work showed less of the decline in working capacity due to fatigue than did heavy muscular work. In machine work, which is largely independent of the human factor, output was more nearly stable throughout the day and was relatively high in the afternoon. An output decrement in mental work has been observed, although it is small over long periods of time compared to that of muscular work.

Evidence that a decrease in the hours of work from excessively long to more reasonable hours increases not only the rate of production but frequently the total output was obtained during the last war by the British Health of Munition Workers Committee. In munition plants, the reduction in hours from 12 to 10 a day and later the abolition of Sunday work were followed by a gradual increase in the rate of production. As the workers recuperated from the fatigue of the long hours, not only did the rate of production increase but the total output improved by as little as two to as much as 21 per cent in all but two of the instances studied. In one of the two instances where there was the reduction in total output, it was only by 1 per cent. The weekly hours worked involved a change from 64.9 to 48.1. The second instance where total output was decreased involved a reduction of 3 per cent with a 54.5 hour week following one of 72.5 hours.

In addition to further examples from munitions plants, comparable evidence from tin-plate manufacture, steel production, glass-blowing, service industries and light manufacturing work has been obtained. In certain industries where difficulty was encountered in measuring output either because of the nature of the product or the process, indications of fatigue with longer hours were not absent. In the laundry trade it was observed that hand-ironers picked only the simpler pieces to do toward the end of the day and took pains to avoid shirts which they knew belonged to the more fussy customers. A test for fatigue of the central nervous system was carried out on office and laboratory workers in a hospital. Fatigue was noted at the end of the working day as compared to the beginning and after a harder day's work as compared to a usual one.

Reduction in total working hours by the introduction of organized rest periods was also found to have a favorable effect on quantity of output. The most effective length of the recess was generally about 10 minutes taken in the middle of each spell of work, although optimum length and frequency varied with the type of operation.

### Accidents and Spoiled Work

Long working hours have a bad effect not only on quantity of production. The fatigue engendered adversely affects muscular coordination and control and has a tendency to make the worker less alert with the result that spoiled work and accidents occur more readily.

An interesting example of the effect of fatigue on quality of work was observed in a metal factory. The percentage of spoiled work varied with the hour of the day and the demands made by the different operations studied on the mind of the worker. In spite of the differences in level of spoiled work for the different operations the daily curves were similar. The percentage of spoiled work was high at the beginning of each spell, decreased during the first three hours and rose markedly in the last two hours.

In industries where the time of accident occurrence has been noted, the curve shows a typical increase with each successive hour of the spell, and in the afternoon spell as compared to the morning. The relation of accidents to fatigue is perhaps most dramatically brought out in connection with automobile accidents. In an analysis of highway accidents by the National Safety Council an impressive number of accidents where the driver actually fell asleep as a result of exhaustion was noted. One driver in three who had a driver-asleep accident was a truck driver and the responsibility for the accident could be laid directly to the working hours. Five a. m. was the most common hour for these accidents. About one-third of the truckers had had no sleep in more than 16 hours.

### Lost Time and Illness

The ill effects of long hours on the worker are also manifested in other ways. The tired worker not only works more slowly and hurts himself more frequently on the job, but he takes rests at odd times during the day and even finds that he must remain at home every once in a while, sometimes because he is really ill, sometimes to recuperate from the accumulated fatigue so that he does not become ill.

In the output studies previously cited, it was found that when hours of work were reduced the worker lost less time on the job, starting and stopping work more promptly and spending less time in rests during the spell. In the study of the eight-hour and 10-hour plants, work started and stopped practically on schedule at the eight-hour plant, whereas at the 10-our plant fully 15 minutes before the noon hour and fully 30 minutes before quitting time at night, workers could be seen sitting idly at their machines.

Lost time may represent incipient illness as a result of fatigue, but outright illness occurs too and is increased by longer working hours. The investigators for the Health of Munition Workers Committee stressed the importance of fatigue as a contributory cause of illness on the basis of their numerous investigations. At three shell factories studied, a reduction in working hours led to a corresponding reduction in the percentage of time lost from sickness as follows:

| Hours of work | 63¼ | 62 | 54 | 44 |
|---|---|---|---|---|
| Men percentage of time lost from sickness | 7.0 | 5.7 | 4.0 | ... |
| Women percentage of time lost from sickness | ... | 6.4 | 4.3 | 3.1 |

In an American munition plant, P. S. Florence noted the effect of increasing the hours of work from 9½ to 12 hours. The absence rate increased from less than 6 per cent before the increase to 9.3 per cent during the first year after the increase and to 12.2 per cent during the second year showing the cumulative effects of the longer hours.

The United States Women's Bureau in a study of lost time found a similar correlation between hours of work and sickness absenteeism in cotton mills. Men and women lost a greater proportion of their time in mills where weekly hours were 55 and over than in those with weekly hours of 54 and under. Illness was the most important cause of the lost time. For women the proportion of lost time was considerably larger than for men, 27 per cent as against 19.5 per cent on the longer hours and 16.3 per cent as against 10.7 per cent on the shorter. The proportion of time lost in the 55-hour mills was twice as high as that in the mills with a schedule of 48 hours a week for the women.

Evidence, showing the effects on the incidence of occupational diseases of increased exposure to industrial poisons due to longer hours, has appeared from England during the present war. An industrial physician has already reported an increase in lead poisoning and industrial skin diseases due to the longer exposure to poisons resulting from the longer hours in force.

### Vacations and Night Work

Included in a discussion of the effects of hours of work schedules on health and efficiency must be a consideration of the effects of night work and of vacations and the weekly day of rest.

Night work exercises deleterious effects on health and efficiency because of the added fatigue of working at night and sleeping by day when the rest of the world is awake. This is particularly true for women whose day-time rest is frequently disturbed by household duties. The influence of night work on the health of women cotton mill operatives as compared to day work and the effect of similar conditions on men were observed by the Women's Bureau. Although men were by no means unaffected, the evidence indicated that the women workers were more susceptible to the fatiguing effects of night work. Output studies have likewise indicated a reduction in working capacity as a result of working at night both during the night-shift work and on periods of day-shift work following a night-shift period. In the English munitions investigations during the last war, night workers were found to lose a greater proportion of working time during the shift than day workers.

As could be anticipated from the evidence on the beneficial effects of the shorter work day in increasing working capacity because of the alleviation of fatigue, a vacation should exercise a similar influence. And experience has shown this to be the case. Output has been increased and health improved following a vacation period. Opportunity was afforded the Health of Munition Workers Committee to observe the positive effect of the Christmas vacation in increasing output. A typical curve was apparent for the women turning fuse bodies; the output increased just before the vacation in anticipation, fell in the first few days immediately following probably due to loss of practice efficiency, and then achieved a sustained high, greater than the pre-vacation increase. The rise amounted to 11 per cent more than the average for the pre-Christmas period. An increase in output as a result of a five-day vacation was also observed by the United States Public Health Service in the eight-hour metal works plant. No wages were paid during the five days, but since wages were on a time basis the increase in output could not be attributed to speeding in order to make up lost pay. Reduction in sickness absenteeism following vacations has likewise been noted. Indirect evidence of the effect of time off on health has been obtained by the measurement of body weight in a group of textile workers at three mills. Weights fell before a vacation period of one week, increased during it by an average gain of two pounds per person and continued higher than the pre-vacation period for a good many weeks.

### Women's Special Susceptibility

The evidence presented in the foregoing demonstrates that excessive hours of work reduce an individual's capacity for work, and, conversely, that a decrease in hours results in improvement in quantity and quality of production, fewer accidents, and better health. Although the evidence reviewed has for the most part applied alike to men and women, some of the investigations have indicated a greater susceptibility to fatigue among women. English observations in munition factories during the last war showed a greater proportion of accidents among women with longer hours, and the correlation of sickness records with working hours and night work in both England and America have shown a similar excess.

Although many specific industries have not been covered in these studies, evidence exists for a sufficient number of categories of work to make the principles evolved generally applicable. It has not been the object of this survey to find the optimum length of the working week. Aside from the fact that this may differ according to the nature of the work and plant organization, the present-day viewpoint looks on shorter hours as an opportunity to increase the worker's leisure time and to provide work for more people. The importance of leisure time rests in its contribution to the worker's health, physical and mental, and the relation of these factors to working capacity. Considerations of health and efficiency in furthering the interests of the nation are important in normal times. They are doubly important in times of stress.

LONG HOURS and LUNCH PERIODS, 1942

3 b. absence & turnover

3 c. efficiency

# THE EFFECT OF HOURS ON PRODUCTION

(Source: Hygeia, October 1942, "Fatigue:Saboteur," by Miriam Zeller Gross)

1. The British Health Board found that women working sixty-two hours a week lost twice as much time as those working forty hours. Men who worked sixty-four hours lost twice as much time as those working fifty-four hours. Studying 50,000 accidents in four factories, they found that women working twelve hours a day had three times as many accidents as those working ten.

2. The United States Public Health Service, in studying labor turnover in plants working ten and eight hours a day, found that the turnovers in plants working ten hours were six times as great as in those working eight hours.

## Assimilating Women Workers

American Management Association, 1942

(Source: Industrial Absenteeism, by A. T. Court, General Motors Corporation)

1. On a continuously running automatic screw machine and assembly operation men in one section were scheduled to work seven and one-half hours for seven days and in another section seven and one-half hours on a six-day swing shift. The personal time lost by the seven-day men was about twice that lost on the six-day swing shift. In fact, the reduction in personal days lost offset about 40 percent of the additional scheduled time off on the six-day workweek. Seven days every week is too much, even though daily hours are only seven and one-half. Thus the number of days of work per week are really more important than the hours. 3 b.
2. Another illustration is provided by a large munitions plant which schedules about half of its working force for six 10-and-one-half-hour days and the other half for six eight-hour days a week. Absenteeism is 5 percent on the 63-hour operation, compared with 4 percent on the 48-hour week, despite the fact that the average service record of the 63-hour men is much below that of the 48.

## Reports from Women's Bureau Field Agents

1. In accordance with policy of the Maritime Commission the hours have been reduced from 10 to 8 per day with a view to the possibility of establishing a 48-hour week for individuals - 3 shift operations.

   Mr.____ of the ______ Company is convinced that the efficiency of the workers has been increased very greatly and that the 8-hour day is the right schedule for shipyard work.

   3c. He has kept a chart on welding production both on the 10-hour and the 8-hour schedule. It shows welding production has increased markedly on the 8-hour schedule. In fact he stated that production has increased about 35 percent.

   Although the top rate for welders has increased from $1.07 to $1.20, he believes welding costs are less than formerly under the old rates and the 10-hour day.

2. Shipyards - Georgia

| Hours have been | Men | Women |
|---|---|---|
| Daily | 10 | 10 |
| Weekly | 68 | 60 |
| Days per week | 7 | 6 |

"Several supervisors expressed the opinion that workers had not been able to keep up their efficiency under these hours, especially since some of them also spent several hours per day in traveling."

3. Kingston Conley - Elec. Motors - 1942. 8-hour day - 40 hours weekly.

Women used to work 9 hours per day, 5½ days per week, but Mr. Kingston says he found out that girls produced as much on a shorter shift as they did on the long one.

4. Monroe Calculating Machine Company - Propeller controls and landing gear for bombers, etc.

3c

Company believes that there are at present a large number of people employed who are not physically able to cope with long hours and increased production. Company gives a rigid examination before employing anyone, but in spite of this, illness and absence is definitely on the increase - much more noticeable with women than men. This year has opened up a picture that was not noticeable with the shorter hours. Company finds that many employees simply can not work the 10-hour day for any period of time. On the jobs where girls sit and work at light machine operating or on light bench work "they become nervous."

## Wartime Working Hours

(Source: The Division of Women in Industry and Minimum Wage, Department of Labor, New York)

1. An important aircraft plant in New York City found six 10-hour days a week excessive for men: morale and efficiency were impaired and absences increased about 15 percent. A 54-hour week was likewise considered too long for women and the company felt that if it was to maintain efficiency it would have to train enough workers so that it could operate on a multiple shift basis.

2. A large upstate firm manufacturing photographic materials, in requesting permission to employ its women 56 hours in emergencies reported that, "we prefer to employ our female employees only 40 hours per week, as it is less expensive and the work is more efficient when shorter hours are worked."

④ 3. A manufacturer of life preserver equipment stated that after operating on a 60-hour week for approximately two months, production was beginning to fall off and the workers were not so efficient as previously.

④ 4. One of the supervisors in an electrical machinery plant informed a Labor Department representative that he was very reluctant to have women work seven consecutive days inasmuch as production fell off on the eighth day.

④ 5. A superintendent of a plant manufacturing instruments stated that after three weeks of seven-day operation, production fell below that of the six-day week, and the girls became irritable.

④ 6. An aircraft firm had an absentee rate of 17 percent during the week following a seven-day week as against a normal rate of 4 percent.

7. An upstate firm manufacturing machine tools stated that "it is recognized that the employees' health would be impaired if they were to work longer hours and a seven-day week indefinitely. Steps are being taken to work in a floating shift whenever possible."

(Source: Psychology of Supervising the Working Woman - Laird)

31. 1. By studying 5,000 women in 18 cotton mills in August, it was found that during the course of a year, a shorter working week in time clock hours resulted in a longer realized working week because there were fewer absences from work. The average woman working a 55-hour week lost 13 more days because of illness than those who worked a 48-hour week.

(Source: Absenteeism in Relation to War Production, by Duane Evans,
Bureau of Labor Statistics, Monthly Labor Review for Jan., 1942.)

For obvious reasons, absenteeism tends to increase as the scheduled work-week becomes longer. The more time the worker spends on the job, the less free time he has to devote to personal affairs, and the more likely he is to take time off from his job. The physiological factor must also be considered. As hours are increased to the limit, the worker is under increasing nervous and physical strain. If the limit of his endurance is approached, time off the job in which to recuperate beomes a physiological necessity.

④ A large war plant had been operating 6 days per week in most departments and 7 days per week in some. During the fifth pay period shown in the table, the plant reduced hours so that most departments operated 5 days per week and a few 6. At almost the same time certain attendance regulations were put into force. As a result of the combined effect of these two factors, absenteeism declined steadily in the following 3 months from around 7 percent to a low of 4.2 percent. At the end of the 3-month period hours were again increased, most departments going on a 6-day week. The attendance regulations were still in force, but within 2 months' absenteeism had increased to a level of over 6 percent.

### 8-Hour Day

(Source: N. Y. Times, March 21, 1943, PA-16.)

A worker with proper incentive produces more goods in 8 hours than in 12 according to James F. Lincoln, president of the Lincoln Electric Company of Cleveland. "Experience shows that long hours merely lead to scientific loafing." Six days' work, other things being equal, produces more than 7 days continuously.

### Absenteeism and Hours

(Source: N. Y. C. Journal of Commerce, March 25, 1943.)

The N. I. C. B. reporting on absenteeism in a sample group of 22 plants employing 108,620 stated women lost an average of 1.16 days per person in December, men .65 days. Time lost by women working from 45 to 49 hours was more than double that lost by women working 35 to 39 hours.

MR-Mrs. Osmer

February, 1942.

Women's Bureau
U. S. Department of Labor
Washington

# THE 48-HOUR WEEK AS A BASIS FOR MAXIMUM PRODUCTION

## Introduction.

Labor and industry are united in a gigantic program to produce the maximum amount of goods and materials of war in the quickest possible time. We expect that this will be a long war which means that maximum production when once achieved must be maintained over a period of many months, or even years. The success of this sustained all-out production effort depends chiefly on two factors - workers and machines. At this time, when our enormous production program is just getting under way, the paramount question must be: How can workers and machines be employed with the greatest possible efficiency? How can they be used together to attain the maximum output over a prolonged period of time?

We know that machines, with the proper care, will produce the largest output when they are used the longest hours. The volume of machine output is in direct ratio to the length of time it is used. A machine in operation 12 hours will produce one-third more than a machine in operation 8 hours, and twice as much as a machine in operation only 6 hours. The longer the hours the greater the output, so in order to obtain maximum production we must have our factories open and the machinery running 24 hours a day.

In a wartime emergency, when speed is so imperative, it is natural for persons in charge of production to regard workers as a kind of living machine. They are inclined to assume, perhaps unconsciously, that since the daily and weekly output of a machine can be increased to double capacity by doubling the hours of operation, the output of the individual worker can be increased in the same way and to the same extent.

## The Method of Scientific Experiment.

The fact is, however, that a vast record of historical evidence, based on scientific studies conducted over half a century, demonstrates the fallacy of the assumption that an individual worker will produce an ever-greater output simply by lengthening his hours of work. These studies have established beyond possibility of successful contradiction the fact that output of the individual worker not only does not increase but actually declines when his hours of work are increased beyond a certain point. Moreover, the general conclusion to be drawn from these studies is that, for the majority of industrial operations, the optimum length of hours - those conducive to the maximum output with the minimum/spoiled work, accidents, sickness, and lost time - is 48 hours a week.

It is important to differentiate between results obtained from scientific studies and statements based merely on the opinions of individuals. The 48-hour standard is a scientific standard, based on experiments planned and carried out by experts in the field of industrial physiology. Scientific studies are made unde/controlled conditions and the results are subjected to careful analysis, whereas conclusions based on individual opinions have little or no factual basis.

Scientific studies showing the relation between hours of work and output consist of experiments in the factory itself in which exact measurements are made of individual production. By giving close attention for periods of time to a few specific operations performed by the same individuals kept under minute observations, experts have been able to determine with scientific accuracy variations in output occurring in work periods of different lengths. An alternative method of experiment consists of recording the average output of each consecutive hour of a series of working days. This method, usually known as the work curve, has been used to show fluctuations in output. If hours are too long the curve drops sharply at the end. It has also been a particularly satisfactory method of showing the relation between working hours and frequency of accidents and spoiled work.

## Fatigue.

These scientific studies show that the labor of a worker results in fatigue which in turn results in a diminished capacity for work. Science has proved that the labor of a worker not only uses up the energy of the body but it also generates substances poisonous in their nature that slow him down. These poisons cannot be removed by medicine or stimulants, but only by rest or a cessation of activity. The assumption that a worker's output increases in direct ration to the number of hours worked fails to take into account the outstanding difference between a worker and a machine, i.e., that the worker is subject to fatigue and a machine is not.

The difference between workers and machines in this respect has been described as follows:

> "Fatigue of the animal machine. . . is not to be compared with the failure of fuel as in a steam engine or with the running down of a clockweight, but rather with the clogging of the wheels in some mechanism by dirt. . . Rest after activity is not a passive state. . . but is itself an active process leading to a restoration of the normal capacity for work. . . If the activity is repeated too quickly to give time enough for restoration after each action, fatigue will become progressively more intense as the debit balance accumulates, and each repeated act in consequence will be more and more impeded and will become smaller until further action is impossible." 1/

## How Long Working Hours Affect Production.

The effect on the productivity of the worker of long working hours and their resulting fatigue can be traced in several different ways - directly, in diminished daily and weekly output; and indirectly, in work spoilage, accidents,

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1/ British Health of Munitions Workers Committee. Memo. No. 7. 1916.

sickness, and lost time. The direct effect of a lowered daily and weekly output is easier to see, but the indirect effects of accidents, sickness, etc., also decrease the worker's productivity as measured over a longer period of time, so that in both cases the long hours of work tend to reduce his total output.

In a study of industrial fatigue and its effects made by the Health of Munition Workers Committee in Great Britain during the last war, certain tests of industrial fatigue were laid down, the most important of which may be summarized by the following statements of the committee: 2/

> "Output: The true sign of fatigue is diminished capacity, and it follows from what has been said that measurement of output of work will give the most direct test of fatigue."
>
> "Accidents and Spoiled Work: An important and early sign of fatigue in the nervous centers is a want of concentration. This may not be subjectively realized but may be shown objectively in an increased frequency of trifling accidents. The accidents are due to momentary loss of attention and may result in personal damage to the worker, trifling or serious, breakages of tools or materials, or the spoiling of work."
>
> "Sickness, lost time, and 'staleness': The accumulated results of fatigue are damaging to general health, and they will be reflected in the sickness returns and the returns of lost time."

Output.

The effect of a reduction in hours on output has been measured in two ways - both by the difference in hourly output before and after the change in hours, and by the difference in total output for a calendar period, i.e., daily, weekly, or monthly output. Experiments show that where long working hours are decreased to 48, the output per unit of work, i.e., hourly output is increased in nearly all types of work; and further that in most types of work the rate of hourly increase is so great that total output for the week or month also increases, notwithstanding the reduction of hours.

Even before the World War, considerable evidence existed to prove that a decrease from longer working hours to 48 or less resulted in increased output. Results of some of the early experiments are summarized by one authority thus: 3/

> "Previous to the (first) war period numerous experiments conducted under the direction of the factory management itself had demonstrated the economic advantages of the 48-hour week. Output was shown to be maintained or increased when hours were reduced to this point in such widely scattered plants as the Scotia Engineering Works, Sunderland (England) about 1891; Mather and Platts' Iron Works, Salford (England) in 1893; the English War Office and Admiralty Workshops in 1894; the Zeiss Optical

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2/ Health of Munitions Workers Committee, Memo. No. 7, 1916., in BLS. Bul. 221, p. 52.
3/ From "The 48-Hour Week and Industrial Efficiency" by P. S. Florence, International Labor Review, Nov. 1924, p. 731.

Works near Liege (Belgium) about 1905; the Commonwealth Steel Co., Granite City, Ill., in 1911; and the Boot and Shoe Factory at Rossendale (England) in 1917."

The same authority has described some of these early experiments in more detail in another source: 4/

> "In 1900 Abbe altered the scheduled hours at the Zeiss Optical Works at Jena, from 9 to 8 per day, and carefully observed the power consumed actually in driving the machinery for four weeks before and after the change. This power was found to have increased some 12 percent per hour. As a further check Abbe compared the piece rate earnings of the employees for a year before and after the change, and found them to have increased 16.2 percent per hour. Factors other than the hours of work had been kept constant, and Abbe felt justified in attributing the former low productivity specifically to the longer hours. It will be seen that this increase in hourly output compensates for the reduction in the number of hours worked, so that the total daily output remained about constant.
>
> "Similar experiences of a low daily output associated with long working days have been found in many other classical experiments. We need only mention the work of L. G. Frommont at the Engis Chemical Works at Liege in reducing the working day from a 12-hour basis to an 8-hour basis; the experiment of Sir William Mather, M.P., at the Salford Iron Works in England in reducing his working hours from a 54- or 53-hour week to one of 48 hours; and the experience of the British Government (July 1939) when a 48-hour week was introduced in 1894 by an average reduction of 5 3/4 hours at Woolwich Arsenal, and of 2¼ hours per week in the Admiralty dockyards. In none of these practical experiments in reducing hours to 8 a day or 48 a week did the total daily output fall, and sometimes it rose slightly."

During the first World War studies by experts in the field of industrial physiology were carried on under the Health of Munition Workers Committee in Great Britain. As the working week was customarily longer than 48 hours at that time these studies gave little opportunity to contrast production in a 48-hour week with production in a week of longer hours. But on the basis of a 12-hour day contrasted with a 10-hour day, the results obtained show that as a result of reducing hours roughly from a 12-hour-day basis to a 10-hour-day basis, the increasing hourly rate of output more than outbalances the reduction in hours, and the total daily output is increased.

Subsequent experiments have produced a great abundance of material on the relation between hours of work and both hourly and total output. Recent studies bear out the early observations that output improves when long working hours are decreased to 48 or less. The extent of the improvement depends

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4/ From "Economics of Fatigue and Unrest" by P. S. Florence, p. 226. 1942.

on the type of work. The more the occupation is dependent on the human element so that the worker can set his own pace, the greater is the improvement in output occasioned by a decrease in working hours. The extent of the improvement produced by decreasing working hours differs therefore between handwork and machine work, but in both types some improvement occurs.

In handwork, the worker can largely control the speed of the work; and as his fatigue increases he will unconsciously slow up so his daily output will be diminished: 5/

> "As early as 1915, in the Report of the British Association Committee, the writer showed that (for) operators.....engaged in handwork such as confectionery making, soldering and straightening and levelling of tin cans....the fall (of output) at the end of the day was most marked. Since then as investigator for the U. S. Public Health Service he has obtained a number of work curves on this dexterous handwork in plants working the 8-hour and the 10-hour day. In the former case the output of the second spell was 2 percent below that of the first spell and the output of the last hour of the day 9 percent below the output of the hour of maximum output - the third. In the 10-hour day the output of the after noon spell was 6 percent below that of the morning spell and the output of the last hour of the morning and afternoon spells 7 percent and 21 percent below the output of the hour of maximum output--the third.
>
> ".....Dr. H. M. Vernon and Mr. T. Bedford recently studied the output of a group of twenty male boot and shoe operatives engaged in cutting out the various portions of the uppers from skins, i.e., 'clicking', while the weekly hours of work were reduced. ' Output data were obtained for 16 weeks before the change, the average hours of actual work being 50.9 per week. After the change, the hours were rather irregular at first, so it is best to ignore the output data, but after 6 months they get steady, and in the next 7 months they averaged 47.4 per week. The hourly rate of production had gone up 14 per cent, so the total weekly production was 6 per cent greater than before. This improvement was maintained steadily, for we were able to get the output data of these same 20 clickers over a period of four years in all, and during the last 16 months their weekly production was still 4 per cent greater than that observed during the 52 1/2-hour week.'"

In 1918 the Illinois State legislature ordered a complete survey made of hours of women in all industries in the State in order to show the effect of various working hours on the health of women workers. As the most important means of measuring fatigue, the Illinois Industrial Commission in charge of the survey made a careful study of the output of several plants during their change from longer hours to a 48-hour week. Some of the results of this study are reported as follows: 6/

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5/ "The 48-Hour Week and Industrial Efficiency" by P. S. Florence, in International Labour Review, November 1924, page 740.

6/ "A Physiological Basis for the Shorter Working Day for Women", Women's Bureau Bulletin No. 14, 1921.

> "One of the establishments investigated was a soap-making plant which had changed its standard hours per day from 10 to 8 1/2 and its standard week from 55 to 48 hours. . . The work consisted of wrapping cakes of soap and packing them in cases for sealing and shipment. Five cases an hour has always been considered a good average rate of production, a rate which would lead to a production of 50 cases under a 10-hour day, and 42 to 43 cases under an 8 1/2 hour day. . . Facts disclosed in the report of the survey by an analysis of production under the long and short working days were: (1) the group studied packed an average of 5.1 cases per hour under the 10 hour day; under the 8 1/2 hour day the same girls packed an average of 5.7 cases per hour, an increase of over half a case per hour, or 11.8 percent. . . (2) The average production per day under the 55 hour week was 42.8 cases. Under the 48 hour week the average production per day was 45.5 cases. Production under the short work day and week held a great deal steadier than production under the longer hour schedule. During the first 10 week period studied the production rate fluctuated from 4.1 cases per hour to 6.5 cases per hour. During the second 10 week period studied this fluctuation was from 5.3 to 6.2 cases per hour. This steadiness of production is probably indicative of a greater reserve of energy on the part of the worker, and so of less fatigue."

A large proportion of the experiments on the relation between hours of work and output have been based on machine work. On the basis of these experiments, experts have concluded that output is affected by long hours to a greater extent in semi-automatic machine work than on fully automatic machinery because in the former case the worker has more control over the speed of the work. However, even in automatic machine work, the worker has to tend the machine and perform a few necessary operations. The worker who is fatigued from long hours of work cannot do his job as well and as a result total output may suffer.

To quote from a noted authority in the field of industrial hygiene: 7/

> "If the worker can regulate his own speed, the effect of fatigue can be seen in his hourly output, but if the machine controls his rate of work, the effect will appear in spoiled work and in sickness absences. It must not be forgotten that there is much more fatigue when the machine sets the pace and the worker must keep up with it. The natural way for human beings to work is not to maintain the same pace hour after hour, but to spurt at times and slow up at times. Just the fact that the worker knows that he cannot do this, that he must keep up his pace no matter what, brings on fatigue which is partly physical and partly psychological."

The following report is typical of experiments carried out on semi-automatic machines: 8/

> "Dr. H. M. Vernon and Mr. Bedford have kindly communicated to the writer a more recent observation as to the effect of reducing hours on machine

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7/ "Fatigue", by Dr. Alice Hamilton, p. 6, Special Bulletin #3, Division of Labor Standards, 1941.

8/ The 48-Hour Week and Industrial Efficiency" by P. S. Florence, International Labour Review, November 1924, p. 736.

work in an English factory. The output of a group of eight experienced women engaged in 'closing', i.e., in sewing together the uppers of boots and shoes by means of electrically driven machines, was obtained for a 54 hour week period. In the first 26 weeks the hours of actual work averaged 49.7 per week. After the change speed of production rose rapidly, and in 18 weeks attained a steady level, which was 31 per cent greater than before. The actual hours of work during the steady period averaged 46.2, so the total weekly production of the closers increased no less than 22 per cent."

The effect of long hours on output in fully automatic machine work has been explained by the same authority in the following statement: 9/

> "There is a. . . distinct type of work where the rate of output is considered peculiarly impervious to modification by decrease of hours. I refer to the completely automatic machine. Here the pace is assumed to be set by the machine and shortening of the hours of labour is supposed to result in an exactly proportionate shortening of output.
>
> "Recent reports of the Industrial Fatigue Research Board have undermined this dogmatic position. The writer has always held that the tending of automatic machines was not 'work requiring neither physical nor mental exertion' but on the contrary that lack of attention on the part of the operative or lack of promptness might have a serious effect on output. . . There is in fact hardly any operation in industry where the output depends entirely on the machine and where the output produced can be taken as an exact multiple of the hours worked. . . . It is unfortunate that on no non-intermittent heavy work such as occurs in many of the heavy metal industries has an 8-hour day been compared with longer hours. Dr. Vernon, however, found that with shorter hours than 8 per day, hourly output was stimulated very markedly."

In addition to investigations dealing with a reduction of hours, a few experiments have dealt with the effect on output of an increase in hours. In view of the current proposal to relax the 48-hour standard in favor of a longer work week, results of studies of the effect of increased hours are especially significant: 10/

> "Since there is always the chance that the resultant improvement in the hourly rate of output of given workers may be due simply to the later stages of learning, a more satisfactory experiment, scientifically, is to observe whether hourly output will fall with an increase in hours. Vernon found that when tin-plate mill men were changed back from 6-hour shifts to 8-hour shifts, their

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9/ "The 48-Hour Week and Industrial Efficiency." By P. S. Florence. International Labour Review, Nov. 1924, pp. 743, 745.

10/ "Economics of Fatigue and Unrest," by P. S. Florence, London, 1924. p. 230.

output fell without delay to approximately the old level found on the 8-hour shift; i.e., it fell some 11 percent to 14 percent. There was, in fact, little or none of the gradual adaptation observed in the reverse change of shifts.

"Results (hitherto unpublished) that I obtained in a highly organized English munition and engineering factory are worth quoting in this connection. In the first year of the war, hours of work were increased from 8 3/4 to 10½ hours per day, and a heavy fall in the output rate was experienced. Among eight girls who happened to be engaged on the same operation for a sufficiently long period before and after the increase in hours, I found the hourly output of five to have fallen by 14 percent on the average, while that of two girls remained constant and that of one rose 2.5 percent. On the average, the fall in the hourly output as a result of the addition of 1 3/4 hours of work was equivalent to the loss of about one hour's output at the old rate of efficiency."

## Accidents and Spoiled Work.

Science has proved that the fatigue brought about by long working hours is far-reaching. Its effect is seen not only in a slowing-up of the worker as reflected in his reduced capacity for work, but also in a decrease in the worker's power of concentration. With the present complexity of mechanical equipment and the attendant speeding-up of industry, the worker is required to give greater attention to his job than ever before. When fatigue makes it impossible for him to concentrate, he makes frequent mistakes so that much work spoilage results and he becomes more susceptible to accidents. Work spoilage and accidents result in decreased output.

Experiments show that both spoiled work and accidents tend to become more frequent as the working period is prolonged. One such experiment, made by the U. S. Public Health Service during the last war, consisted of a study of a 10-hour plant and an 8-hour plant to show the effect of successive hours of continuous work. A comparison of the findings is reported as follows: 11/

"The work curve of a 10-hour day fluctuates more than that of an 8-hour day. In both lengths of working day there was a marked fall in efficiency towards the end of each of the two spells, particularly the end of the afternoon spell. This fall in efficiency was measured by a reduction in the rate of output, a rise in the rate of accident, and a rise also in the proportion of work spoiled.

"In a 5-hour spell. . . the fourth hour has a middling quality and quantity of output and the maximum of accidents and the fifth and last hour a very poor quantity and quality of output and still many accidents."

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11/ "Economics of Fatigue and Unrest" by P. S. Florence, London, 1924, p. 329.
A Scientific Labour Policy for Industrial Plants

## Sickness and Lost Time.

Long working hours eventually result in an accumulation of fatigue which shows up in sickness, tardiness, and absenteeism. All of these affect total output. Maximum output cannot be maintained at a high level for any considerable period where the worker's fatigue is so great that on some days he does not even feel able to get to the factory at all.

The fact that working hours increase the amount of absence among workers was established by surveys in Great Britain during the last war, and has since been confirmed by more recent investigations. Since sickness is one of the most common causes of absence, studies showing the parallel between sickness and absence are particularly important. One of these is reported as follows: 12/

> "Early in the period of increased hours which in England followed the outbreak of the recent war, I observed the parallel course often run by the total scheduled hours of work and the hours lost by sickness. Among women the hours worked in the war period were roughly of three classes of length: hours totalling 42 to 44 per week signifying an 8-hour day; hours totalling over 60 hours signifying a 10-hour day, or else the two shift system and, lastly, and intermediate total of hours."
>
> "Now without exception the least unavoidable lost time is found in the 42 to 44 hour week, where it is in no case above 3.3 percent, and the highest unavoidable lost time is found in the two cases of a 10-hour and two-shift day, where it is 6.4 percent and 6.0 percent respectively. In short, as hours are increased nominally, a limit is approached to the actual hours worked until the hours lost almost equal the hours (nominally) added. It is like the frog who climbed three feet up the well every day only to slip down two every night."

The effect of long hours on sickness is not fully apparent at once, but becomes more noticeable as the months go by. Since workers are called on to make a sustained effort in periods of national emergency, a program of long hours is particularly detrimental at such times. The following illustration of the cumulative effects of long working hours is particularly significant at this time: 13/

> "Recent investigations suggest that the average level of sickness recorded during long hours among a continually changing personnel conceals an upward gradient of sickness among those particular employees 'sticking it out.' "
>
> "In their study of turnover the Industrial Fatigue Research Board found that in a factory where women worked 12-hour shifts (9¼ hours actual work by day, 10½ by night) the cases of sickness

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12/ "Scientific Labour Policy for Industrial Plants," by P. S. Florence, International Labour Rev., March, 1941.

13/ "Economics of Fatigue and Unrest" by P. S. Florence, London, 1924, p. 330.

increased almost inexorably relatively to the number exposed, the longer the women stayed in the factory. Among single women 8.80 percent were ill in the first quarter year of their employment at the factory, 11.69 percent in their second quarter, 12.58 percent in their third, 12.11 percent in their fourth, 15.03 percent in their fifth and 19.34 percent in thier sixth quarter year of employment. Among married women it is the same tale: 11.90 percent were ill in the first quarter year of their employment at the factory; 14.10 percent in their second; 12.12 percent in their third; 15.90 percent in their fourth; 22.23 percent in their fifth; and 32.00 percent in their sixth quarter of employment. These figures (which exclude influenza cases whose incidence is irregular) lead inevitably to the conclusion that long hours of work exercise a cumulative effect and gradually but progressively wear down employees subjected to their influence."

LONG HOURS and lunch PERIODS - 1943

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To: Miss Manning

Copy

BELL AIRCRAFT CORPORATION
Niagara Frontier Division
2050 Elmwood Avenue , Buffalo 7, New York

December 29, 1943

Miss Mary Anderson, Director
Women's Bureau
U. S. Department of Labor
Washington 25, D. C.

Dear Miss Anderson:

Please accept my apologies for the delay in answering your inquiry relative to our position on the ten hour shift. I have been away from my desk so frequently of late, due to Union negotiations or urgent out-of-town trips, that my correspondence has suffered somewhat.

Our reasons for indefinitely postponing further consideration of the use of two ten-hour shifts in place of our present eight-hour shifts in the plants of this Division are varied and numerous:

1) Primarily, our experience of increasing work schedules even from eight to nine hours (which we did from April 11th to June 2nd at the Falls Plant for the purpose of realizing increased production) indicates, particularly among femine workers who represent 58% of our direct employees, that marked absenteeism and turnover result, and to such an extent that any improved output is offset.

2) Secondly, if the work day were increased from 8 to 10 hours, it would mean that both men and women who work at the Falls Plant would be compelled to spend 11½ to 12 hours away from home, and with motor vehicle transportation the only means of access to the plant, which is some 18 miles from Buffalo, this might easily be increased to 12½ or 13 hours, during the winter months when driving conditions are poor. Such a schedule would entail so many dislocations that it would preclude continued employment for a large number of people, particularly women with children, and in cases where employment was not actually terminated, the absentee rate would be excessive.

3) We have the additional problem of maintaining proper relation between rates of factory supervision and hourly-paid employees, as the"take home" earnings of the latter group who are paid premium overtime, would in many cases on a ten hour schedule, be equal to or exceed the total earnings of those who supervise them who are paid straight time for overtime. Such an unbalanced wage structure would be very detrimental to morale.

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4) Furthermore, we lack reasonable assurance that the anticipated production increase could actually be realized. In fact we have actual evidence, from experience gained on trial operations, that longer working hours provide only temporary relief to the problem, and after a brief period, efficiency drops to such an extent that no more actual work is performed than during an eight hour day.

5) All community services, such as shopping hours, banking facilities, public transportation, special education courses, etc. would have to be adjusted, and it was thought that the leisure provided by all or part of an extra day would not compensate for the lack of access to such services as many times needs arise which cannot wait until an employee's next scheduled day off.

6) Employee complaints, presented through the Union and individually, on length of hours, fatigue, gross time spent away from home and family duties and other allied matters, mounted sharply on the previous occasion when working hours were increased from eight to nine. Should there be a two-hour increase in schedule, such complaints could be expected to become major objections.

7) In our efforts to secure the highest possible utilization of manpower, we are now making an orderly and gradual reduction of employment. It would be difficult to retain morale in trying to lengthen shift hours at the same time that such a reduction is being arranged.

The above constitute a few of the considerations which have prompted our decision to remain on present shift schedules, at least for the time being, and while there are further questions which required analysis, they bear more directly on technical manufacturing and assembly problems.

I am sure you know how happy we are to supply you with any possible data, and if you have further questions, along this or other lines, I hope you will write me without hesitation.

With every best personal wish, I am

Very truly yours,

Bell Aircraft Corporation

John Meade
Assistant Director,
Industrial Relations

JM/pm

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STATE OF NEW YORK DEPARTMENT OF LABOR

# WARTIME WORKING HOURS

The Division of Women in Industry and Minimum Wage

Reprinted from Industrial Bulletin
February 1943

REPRODUCED AT THE NATIONAL ARCHIVES

## WARTIME WORKING HOURS

A year ago when the United States entered the World War, New York State developed a plan of maintaining maximum war production and at the same time of safeguarding the health and welfare of the workers. The State of New York had long had on its statute books realistic hours laws which were based on the knowledge that the health and efficiency of workers have a definite relation to hours of work. The War Emergency Act preserves these labor laws but gives the Industrial Commissioner power to grant individual dispensations from provisions of the Labor Law to plants engaged in war production if the need is proved and if the health and welfare of workers are safeguarded.

New York State has not been alone in the recognition that war needs might at times make a relaxation of peacetime labor standards necessary. In England the general Emergency Order for Engineering and certain other classes of work, issued in the latter part of June 1940, "covered the requirements of the majority of factories in which emergency modifications of the hours provisions of the Factories Act were needed."1/ In the first nine months of the war 23 states, including New York, followed a procedure for handling requests for modifications of State labor laws recommended by the Federal Department of Labor.2/

This article on Wartime Working Hours, a supplement to a report on Hours of Work in Relation to Health and Efficiency published by the Division of Women in Industry and Minimum Wage in August 1941, presents new information growing out of the first year of war production.

### The Human Factor in Production

That man's work cannot be reduced to a simple arithmetical formula was learned many years ago. Experience during the last war and early in this one, taught us that increasing the work day did not increase output proportionately and frequently even reduced the total day's production.3/

H. M. Vernon, who did much of the British work on hours and efficiency during the last war, has remarked in a recent article that reduced speed of work must be, and often is unconsciously adopted by the worker to protect his health when the hours are excessive:

> The men, either consciously or unconsciously, get into the habit of working at a slower rate, and their output is not increased. It may in fact be reduced. Many of the men like the very long hours because of the increase of pay, and they find that, by adopting the precautionary method mentioned, they can continue for months, if not years, without ill-health.4/

Attention to the human element in production is essential if the fighting forces are to be kept supplied with sufficient quantities of the instruments of war so that we may see a successful conclusion to our efforts.

Assuming good factory organization and physical conditions, adequate flow of raw materials, and machines in proper repair, an individual's ability to produce will depend on many factors. Aside from the industrial conditions of long hours, speed-up and night-work which impose strain and hence reduce working capacity, individual make-up, age and physical condition, and home environment and responsibilities, etc. will affect performance on the job. Unfortunately, wartime with its increased need for maximum production is also responsible for many conditions which in themselves not only reduce a worker's efficiency, but also tend to make him more susceptible to the bad effects of those industrial conditions mentioned above and which are so frequently employed in efforts to increase production for war. Worry about relatives in particular and the war in general, housing and transportation difficulties, restrictions in the food supply, and, for the women in addition, newly created shopping problems and care of children are all factors which can be expected to cause unusual strain.[5]

The Best Work Week

Princeton University in a canvass early in 1942 of 140 firms employing approximately 2,000,000 workers concluded that 48 hours is the best work week with daily hours of eight and one day of rest in seven. The number of companies favoring the 48-hour week as being most conducive to maximum, sustained production in war industries, was more than five times the number favoring any other particular work week. However, it was felt that for women, domestic arrangements might frequently interfere with a regular six-day week so that the 40-hour week is more nearly optimum.[6]

All writers on the subject point out that the optimum number of hours is inversely related to the pace of work. P. Sargant Florence, an international authority on problems of fatigue, writing in the International Labour Review of March 1941, has stated that with the speed-up of modern industry 48 hours may even be too long as a normal (peacetime) standard:

> ...for full use of labour resources in the national interest when the total working life is taken into account, shorter hours should go hand in hand with the intensification of labour. A 48-hour week may...now be too long as a normal standard.[7]

The senior author of the Princeton study quoted has written in The New York Times that "The tendency in war production, with the shortage of equipment and the pressure for deliveries, has been to increase [the] pace [of work] rather than reduce it."[8] In discussing the conclusion that the 48-hour week is the most productive weekly schedule for the American worker as compared to the 54-hour week for the Briton he feels that the difference in the findings is explained by differences in working pace:

> While it is difficult to prove this statistically, the faster pace of work in American industry seems to account for the advantage of the forty-eight-hour week in this country compared to the longer British week.[9]

In addition to pace of work the best work week is also somewhat affected by the nature of the job, whether heavy or light, the physical capacity of the workers, the lengths of the work spell and of the breaks between spells, etc.[10]

Eight government departments and agencies, carrying the brunt of the responsibility for the successful prosecution of the war and including the War and Navy Departments, the Public Health Service, the War Production Board and the Labor Department, have stated that "for wartime production the 8-hour day and 48-hour week approximate the best working schedule for sustained efficiency in most industrial operations."[11]

## New York State Experience

Requests by war plants for dispensations from the Labor Law have included longer working hours and night work for women and a seven-day work-week for men and women. But quite apart from the dispensations, the work-week in New York State factories increased during 1942. In a selected list of representative industries in the State, the average hours worked in December 1942 as compared with the same month in 1941, showed an increase in practically all industries. Food and kindred products rose from 40.5 in December 1941 to 43.7 a year later; textiles from 39.3 to 42.9; chemicals from 41.3 to 44.2; stone, clay and glass products from 41.9 to 45.4; metals and machinery from 46.0 to 48.6.[12] While dispensations were partly responsible for these increases, especially in the metal trades, the general trend toward a longer work-week is apparent. Dispensations for longer hours and seven-day weeks were, for the most part of short duration, granted to give employers an opportunity to make quick adjustments to war needs. It was appreciated by all concerned that the workers could not hold out for long under the strain of such schedules and that the object of the law to improve production would be defeated if the increased hours were maintained for longer periods. With the help of these short grants, employers were able to improve their organization and train additional workers so that they could shorten the hours of work, go on multiple shifts where space and equipment were limited, have a seven-day production week with six days of work per man and employ individual workers seven days a week only in emergency.

Many of the firms after experiences with dispensations have offered unsolicited comments upon the bad effects of these conditions on employee-health and production.[13]

That long hours were responsible for decreased production, mistakes and increased absenteeism is shown in the following examples:

> One firm manufacturing aircraft fasteners withdrew a request for a 60-hour week for its women because of unfavorable experiences with the men after two months on such a schedule. The men got too tired toward the end of the week, production lagged and absences increased.
>
> An important aircraft plant in New York City found six,10-hour days a week excessive for men: morale and efficiency were impaired and absences increased about 15 per cent. A 54-hour week was likewise considered too long for women and the company felt that if it was to maintain efficiency it would have to train enough workers so that it could operate on a multiple shift basis.
>
> A munitions company stated that excessive hours resulted in a reduction in production, and because of the extreme pressure on the men, more mistakes were made.
>
> A large upstate firm manufacturing photographic materials, in requesting permission to employ its women 56 hours in emergencies reported that, "we prefer to employ our female employees only 40 hours per week, as it is less expensive and the work is more efficient when shorter hours are worked."
>
> One firm manufacturing airplane parts, which was operating on an 11 1/2-hour schedule for male employees due to the shortage of skilled labor, reported that "it wished to change to a three-shift, 8-hour day type of operation, in order to get more production hours out of the present equipment and also to eliminate over-fatigue due to the present 11 1/2-hour shift and to cut down labor turnover resulting from the longer hours.
>
> A manufacturer of life preserver equipment stated that after operating on a 60-hour week for approximately two months, production was beginning to fall off and the workers were not so efficient as previously.

Continuous seven-day weeks are now rare in New York State. Even six months after the war began, employers were convinced that production could not be kept at a high pitch unless workers had a day of rest each week. The following examples are typical:

> One of the supervisors in an electrical machinery plant informed a Labor Department representative that he was very reluctant to have women work seven consecutive days inasmuch as production fell off on the eighth day.
>
> A superintendent of a plant manufacturing instruments stated that after three weeks of seven-day operation, production fell below that of the six-day week, and the girls became irritable.
>
> An aircraft firm had an absentee rate of 17 per cent during the week following a seven-day week as against a normal rate of 4 per cent.

> An electrical equipment factory, which received a dispensation to employ men seven days a week, issued a supplemental order limiting the seven-day week to every other Sunday.
>
> An upstate firm manufacturing machine tools stated that "it is recognized that the employees' health would be impaired if they were to work longer hours and a seven-day week indefinitely. Steps are being taken to work in a floating shift whenever possible."
>
> Another firm found it difficult to secure a satisfactory working force even on Saturday and several firms approved of a working schedule which would give the women a long weekend rest with resulting improvement of production.

Some employers have found that night work is not conducive to maximum production or that if night shifts are used, they should be short. Night shifts granted under dispensations in New York State are usually short. The following comments illustrate the point of view of many employers:

> A naval instrument manufacturer has avoided using women on night shift because he believed the 9-hour shift was too long for night work.
>
> A canvas goods manufacturer stated that he would not desire to operate a second shift more than 42 hours a week as he had found from experience that anything beyond 42 hours on the night shift resulted in a loss of productive efficiency. As for a third shift, this manufacturer felt that production on it was too slow for him even to consider it.
>
> One company stated that night work was not conducive to the high precision required in assembling its product.

Experiences Outside New York

Such experiences are not limited to New York State, but can be found all over this and other countries.

There was a notice in The New York Times a year ago to the effect that "Lack of aluminum and ill effects of a seven-day working week on employees have caused the Ford Motor Company to reduce war production in its aircraft engine and tool and die plants to a six-day schedule."[14]

The Iron Age for July 9, 1942 reports on two plants with three eight-hour shifts operating seven days a week with a high absentee rate in consequence. The report on one of the plants follows:

> ...the company was experiencing a 14 per cent rate of absences, largely concentrated on Saturdays and Sundays. A check by the plant manager revealed that the absentees were either tired or else that their families had applied pressure on them to take a day off for recreation. This indicated...that the weekly routine had to be shortened,....each man [was] given one day off a week.... The management reports that absenteeism has dropped significantly upon installation of the new basis, and that even production has improved....[15]

The same article cites as one of the reasons that absenteeism has been less in steel plants than in other manufacturing industries since the onset of the war, the fact that the average work week has been close to 40 hours in steel plants as contrasted with 48 to 55 or more in other industries.16/

The relation of accidents to hours of work is shown by Pennsylvania accident statistics for 1940. The accidents are recorded by number of hours worked prior to the occurrence of the accidents. Their number increased progressively from the end of the first half hour of work to the end of the first 3 1/2 hours, and then after 5 1/2 hours to the end of the working day indicating that more accidents occur as the workers grow more tired.17/

An investigation of lost time and labor wastage in relation to hours of work in munitions plants was made by the Industrial Health Research Board of Great Britain during the period from the outbreak of war until the end of June 1941. The same general trends as described in the preceding pages of this report are to be noted:

> ...the rate of working was undoubtedly stimulated by the state of emergency, and the appeal for more production, in the latter part of May, 1940....
>
> The appeal for more production was accompanied in most factories by an increase in the weekly hours of work, and the longer hours, together with the extra effort made by the workers, resulted in an immediate and substantial rise in weekly output. This initial spurt, however, was usually followed by a fall in both the hourly and the weekly outputs, which continued at a varying rate until the hours of work were reduced.... During this period the amount of time lost through sickness, injury and absence without permission rapidly increased, and the workers tended to become listless and stale....
>
> It was also generally agreed that the long hours of work impaired the efficiency of the machines, because of the greater wear and the lack of time for adequate overhaul and repairs.18/

In concluding, the Board stated that the findings suggest that the weekly hours of work over an extended period should generally not exceed 60 to 65 for men and 55 to 60 for women.19/ Mr. Bevin, Minister of Labour, expressed some doubt of these hours as optimum in a remark on the floor of Parliament shortly after the publication of the report:

> The last report of the Industrial Health Board referred to optimum hours which, in fact, were rather longer than the hours which I myself as Minister thought ought to be the optimum hours.20/

In this connection it might be well to recall the previous discussion of pace of work in relation to optimum hours and the comparison between American and British speed of working. It also should be noted that the Board, in its report, called attention to the fact that poor records kept by the plants tended to minimize the bad effects of excessive hours.

The latest report of the Chief Inspector of Factories of Great Britain, as summarized in the Monthly Labor Review, has recorded the effects of changes in hours of work on production.

> In one case a firm employing women in the making of hand grenades found that production was higher in a 50-hour week than in a 56-hour week. Records of daily and weekly output in a factory manufacturing scientific glass, in which most of the employees were women, showed that output was regained within a short time after an 8 1/2-hour day was substituted for one of 9 hours and 50 minutes. The value of rest periods was shown in a factory maintaining a 12-hour night shift for adult men, which had had only a half-hour break in the shift. The granting of another half hour later in the shift showed, after a short interval, that there was no loss in production.[21/]

The report also recorded a case of reduced absenteeism with reduction in hours of work mainly by providing a 5 1/2-day week so that the women workers involved had needed time for shopping and domestic duties.[22/]

## Absenteeism and Hours of Work

Several examples of increased absenteeism as a result of longer hours have already been mentioned. In view of the recent increases in absenteeism in war plants[23/] and the importance of this problem in relation to maximum production, a more detailed discussion seems warranted.

An article in the January issue of the Monthly Labor Review discusses this relation between hours of work and absenteeism:

> For obvious reasons, absenteeism tends to increase as the scheduled workweek becomes longer. The more time the worker spends on the job, the less free time he has to devote to personal affairs, and the more likely he is to take time off from his job. The physiological factor must also be considered. As hours are increased to the limit, the worker is under increasing nervous and physical strain....time off the job in which to recuperate becomes a physiological necessity.[24/]

Where absenteeism is not due to frank illness, the particular days of the week taken off seem to vary from plant to plant. In some plants where there is Sunday work and double time is paid for it, the worker may take off another day during the week to secure the needed day of rest. In other plants, in spite of increased pay, Sunday may be a poor attendance day because that is the day when friends and family are home and the pleasure of their company is more important than the added money. Women who have household responsibilities tend to take more time off when the weekend rest is eliminated entirely or shortened to one day instead of a day and a half or two days.

In a study of absenteeism made at a British munition factory where records had been kept since 1939, it was noted that "both overtime and absence increased as the war continued. In 1939 the overtime averaged 25.3 hours and absence 3.22 days for every 100 man-days worked. For 1940 the corresponding figures were 45.9 hours and 5.47 days; in 1941 these had risen to 78.7 hours and 6.18 days." During the period from July to December 1941 a breakdown for men, single women and married women showed a total of 4.1, 6.8 and 11.5 days' absence respectively per 100 man-days worked. The breakdown by cause of absence showed, as would be expected, more time taken by the married women as compared to the single for illness at home, "forces leave" and domestic reasons, but these causes did not account for all the excess experienced by the married women. The investigator felt that "Some is probably due to the strain imposed on those who are working full-time as well as looking after their homes and families." Where part-time married women were compared with full-time married women of the same length of employment, the differences were considerable: 6.51 days of absence for the part-time as compared with 13.26 for the full time.[25/]

Transportation difficulties and the seven-day week were thought to be partly responsible for increased absenteeism in British filling factories by a Sub-committee of the Select Committee on National Expenditure. These factories are situated in rural unpopulated districts. Absences were particularly great on Saturday afternoons and Sunday mornings "the figure in a given week for female absenteeism rising to 26 per cent. and for males to 16.8 per cent. on the Saturday afternoon, and to 22 per cent. and 18.4 per cent. respectively on Sunday morning."[26/]

In an American war plant absenteeism was improved during three months from around 7 per cent to 4.2 per cent as a result of reducing the work days from six days per week in most departments and seven days in others, to five and six days.[27/]

A British firm succeeded in cutting down absenteeism by instituting a two-day break after four long days of work and dividing the working days by two main meal periods of 30 minutes each, one at lunch time and one at tea time, and a 10-minute rest pause in the middle of the morning.[28/]

## Illness and Hours of Work

In an editorial in the British Medical Journal for August of last year, concern is expressed over the possibility that the prevailing hours of work might do permanent harm to the health of the nation.[29/]

Except for frank occupational disease due to increased exposure to poisons as a result of longer hours, it is sometimes difficult to determine just which illness or how much illness is due to the strain of long hours, as other factors may be and usually are operating at the same time. In addition, there may be a considerable time lag before the resulting illness becomes manifest. Many workers protect themselves against ill health by precautionary methods mentioned above: slowing the pace of work, taking time off for recuperation from fatigue, etc.

In spite of these difficulties in measuring the amount of illness in relation to hours, there may appear definite indications of it. An industrial physician in Canada has noted what he considers chronic fatigue symptoms among industrial workers: indefinite symptoms of tiredness, back pain, poor appetite, etc., which might be due as easily to malingering as to serious organic disease. Because of a certain constancy from person to person and because the cases cleared up with a period of rest away from work, it was felt that these symptoms were due to fatigue resulting from working beyond the individual's capacity.30/

More definite although possibly not so clearly related are the incidence and mortality of tuberculosis. Tuberculous individuals are very sensitive to environmental changes, such as periods of great strain. Statistics confirm this. Tuberculosis mortality has increased in England since the war,31/ and also in our own New York State.32/ A study in Glasgow of tuberculosis morbidity and mortality from 1938 through 1941 indicates that excess hours of work bear a responsibility for increases observed. Little increase in recorded illness was noted for the commercial and professional classes whose hours of work remained within reasonable limits. The workers in heavy industries where a pronounced increase of disease occurred, had hours of work which, in more than a third of the cases, exceeded 72 a week and in the majority of cases 56 a week.33/

## Conclusion

Increased working hours for short periods, especially with the added stimulus of patriotic incentive may achieve increased production, but when these periods become prolonged, especially if the hours are excessive, they will have a bad effect on the workers, no matter how patriotic, and production will suffer in consequence.

Men and women are not machines and their ability to work depends on many personal factors. In the first place, increases in production cannot be proportionate to increase in the number of hours worked because men get tired, and sometimes even bored and do less, and that not so well, as the day lengthens. Spoiled work and accidents increase. In the second place, the strain of long hours may make them actually ill or so nearly ill, that they have to take time off to recuperate from this strain so that they do not become ill. Thirdly, personal affairs, such as domestic responsibilities, require time off which will be taken if it is not planned for in the schedule, thus disrupting the work of the whole plant; and lastly, there is man's need for and desire for recreation and relaxation, without which he cannot do good work or remain a healthy efficient human being. The strain of wartime conditions - physical and psychological - makes people more susceptible to the bad effects of disadvantageous working conditions, and increases the need for relaxation.

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Section
V
work

TEN PAGES

# 57-Hour Week Held Factor in Absenteeism

## Women on Night Work Lose Most Time at Sperry Nassau Plant

## Union's 'No' Balks Three-Shift Plan

### Fears Pay Cut While Cost of Food Mounts; Health Protection Is Problem

By Dorothy Dunbar Bromley

Can women defense workers stand up under the long weekly shifts that numbers of factories are running to meet war production schedules?

A visit last week to the large Nassau plant of the Sperry Gyroscope Company in Great Neck, L. I., revealed that a fifty-seven-hour work week—sixty hours spent at the plant, including the half-hour lunch period—has been creating, along with other factors, more than a little absenteeism. During the recent torrid weather numbers of women workers fainted at their machines in parts of the plant that are not air-conditioned. The night shift workers were the hardest hit. [Similar cases of exhaustion from the heat were reported at the Republic plant, which is on a 58-hour weekly shift.]

Some women have more physical stamina than others, but occasionally a woman who is not too strong has to quit the job. "It was the night work plus the extreme heat that got me down," Sara S., a slender young married woman of thirty-one, a former artist, explained. She had gone into the Sperry factory last November because she wanted "to be in there pitching." She found the inspection department and the whole factory atmosphere "fascinating." Not long after the plant changed to a fifty-seven-hour work week she was put on the night shift, from 9 p. m. to 7 a. m. Try as she would, she could not manage to sleep in the daytime. She began taking sleeping powders, and she got more and more jittery.

### Snapping at One Another

At the end of a month she noticed that women who before had been working together happily had begun snapping at one another. One night, as she was working with bleary eyes on a vital tube for an airplane instrument whose four different diameters had to be measured to the exact thousandth of an inch, she rom 9 p. m. to 7 a. m. Try as she would, she could not manage to sleep in the daytime. She began taking sleeping powders, and she got more and more jittery.

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Company officials are not even sure that the two hours' extra work means increased production. Miss Cynthia Coonley, who is responsible for the women workers in all the Sperry plants, feels certain that the two hours are lost time.

Records on absenteeism in June show that 11.4 per cent of the women in the machining area—where they must work standing on their feet and the heat is intense—were absent at least one day, and 8.8 per cent of the women in the inspection department, as compared with 4.8 and 2.7 per cent of the men. Absenteeism is uniformly higher among night-shift workers than day shift workers.

The Sperry company imposed the long shift because it needed more priorities for machinery, and the government said it must make greater use of the machinery it had. This despite the fact that the New York State Labor Department, which is authorized by the Legislature to grant dispensations from the forty-eight-hour law for women, looks with disfavor on an extremely long shift.

### Three Shifts Debated

Now it appears that the company would not be averse to three eight-hour daily shifts, since it has more trained supervisors, but Local 450 of the United Electrical and Radio Workers says no. The men workers who have families, and the women workers who with their husbands away at war must support their children, argue they cannot make out on a forty-eight-hour pay envelope, with food prices mounting steadily.

If the War Labor Board approves a five-cents-an-hour increase, the average worker would earn, on a forty-eight-hour shift, only $38 before the withholding tax is deducted. A night shift worker would earn 15 per cent more. Only the young single women, just out of high school or coming from civilian jobs, are so much in the money that they would welcome a shorter work week.

Two weeks ago a small measure

(Continued on page 3, column 4)

(Continued from page one)

of relief was given to the workers. On Saturdays the day shift workers now leave the plant at 4 instead of 6 o'clock, which gives them a little time to do their shopping. This makes a fifty-five-and-one-half-hour work week, since the two rest periods of twelve minutes each, which are on company time, have been eliminated on Saturday.

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In a plant that has sixteen times the number of workers it had a year ago, there are not nearly enough cafeterias. Some of the workers have to spend ten minutes getting to and from the cafeteria, another five minutes or more standing in line, and have only fifteen minutes to gulp down their food. They can get something to eat during their rest periods from snack bars, which the union says it asked for. But the union would not approve of a one-hour lunch period, such as they have in English factories, because the workers do not want it.

### One Counselor for Every 2,000

More frequent and more complete physical examinations would seem wise. Loss of weight may point to incipient tuberculosis among young women who are especially susceptible. The company has a medical department, but the girl who is getting more and more run down may not be caught before she is really ill. Miss Coonley has women counselors who help to solve personal problems, but she has only a little better than one counselor for every 2,000 workers in the Nassau plant.

The union, for its part, arranged with the County Board of Health to give chest X-rays at a cost of 75 cents at the union headquarters, but the Army has commandeered the machines.

It is conceded by the May bulletin of the United States Labor Department that "we shall have difficulty recruiting the additional two and a half million women needed in industry this coming year, and persuading those already employed to stick to their jobs if we do not keep the work week to forty-eight hours, allowing women some time off for shopping and caring for their families."

State Labor Commissioners report that reasonable work weeks lead to greater man and woman-hour production. A Rhode Island company, which tried a fifty-six-hour shift, later found that a thirty-nine-hour work week increased man-hour production by 50 per cent.

### Edward Wertheims Have Son

Mr. and Mrs. Edward Taylor Wertheim, of 43-16 Glenwood Street, Little Neck, Queens, announce the birth of their second child, John Taylor Wertheim, born June 30 in Flushing Hospital. Mrs. Wertheim is the daughter of Mr. and Mrs. Clyde C. Squires, of Great Neck. Mr. Wertheim is the son of Mr. and Mrs. Edward L. Wertheim, of Douglaston.

# Women Attend Canning Show In Berkshires

### Bring Vegetables From Own Gardens; Robert Francis Elected by Lenox Club

*Special to the Herald Tribune*

BERKSHIRE HILLS, Mass., July 17. — A Great Barrington group of summer residents yesterday attended a Red Cross practical canning demonstration at the Congregational Church parish house. Mrs. George L. Taylor, Great Barrington Red Cross director, was in charge, and among others who brought vegetables from their gardens were Mmes. Rodney S. Jarvis, Albert Spalding, Aubrey T. Barnes, George O. Forbes and Clinton H. Blake. Mrs. Spalding had as guests at Aston Magna her mother, Mrs. William S. Pyle, and Mrs. H. Boardman Spalding.

The eighth and final concert in a chamber music series arranged by Mrs. Frederick S. Coolidge was held Wednesday night at Berkshire Museum Theater, Pittsfield. She sponsored the series, which was free to the public, to celebrate the twenty-fifth anniversary of her first festival of music on South Mountain, Pittsfield. Mrs. Coolidge is at the Hotel Wendell for the summer and attended all the anniversary concerts. Her son, Professor Albert Sprague Coolidge, of Harvard, was with her this week.

The Lenox Club elected Mr. Robert Talcott Francis, of New York, to the board of governors at the recent seventy-ninth annual meeting. Mr. George L. K. Morris was elected vice-president to succeed Mr. Halstead Lindsley, who declined re-election, and Mr. David T. Dana was chosen secretary and treasurer. Mr. and Mrs. Dana had as guests at Birchwood, Lenox, Mrs. George Eustis Cochran and Miss Susan Street, of Darien, Conn.

The Berkshire Innkeepers' Association, Mr. Heaton I. Treadway president, was entertained at luncheon at the Curtis Hotel, Lenox, by Mr. Lester Roberts.

## *Food Canning Lessons Continued Until August*

### *Mrs. John Creighton Presides at Briarcliff Series*

In Briarcliff Manor, N. Y., a series of food-preservation demonstrations will be continued until August by Mrs. John Creighton, under auspices of the local Red Cross branch of the Victory garden committee canning division, headed by Mmes. David S. Duncombe, Gerald May and Charles Christoph. The third session took place Wednesday at Briarcliff High School, also a sponsor of the series.

The Briarcliff branch of the Red Cross has started Tuesday and Thursday sessions for making surgical dressings and sewing, with Mrs. Edgar Reed Beal and Mrs. Pierre Courreges in charge.

Mrs. William P. Boyle, branch chairman of the Red Cross here, has named these officers and committee chairmen to an executive committee: Baroness Raymond de Luze, Mmes. William E. Donavin, John Christopher, Edwin Stern, J. M. Bilisoly, Amos T. Baker, Gerald May, Theodore G.

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## Engaged to Arthur Evans

### Dorothy Scott, Alumna of Syracuse To Be Bride of Ensign

Announcement has been made of the engagement of Miss Dorothy Anne Scott, of Canandaigua, N. Y., and Frenchtown, Pa., to Ensign Arthur William Evans, son of Mr. and Mrs. Arthur L. Evans, of Utica, N. Y.

Miss Scott is the daughter of Mrs. William Godfrey Scott and the late Mr. Scott. She was graduated recently from Syracuse University, where she was elected to Delta Gamma and Eta Pi Upsilon, and was president of the Women's Student Government. She is a niece of Mr. Daniel Cranford Smith, of New York.

Ensign Evans is a graduate of the Utica Country Day School, Deerfield Academy and Hamilton College. He is a member of Delta Upsilon and Pentagon and was elected to the Student Council. He was captain of the Hamilton hockey team last year.

## Elinor Stewart Bride-To-Be

### Lieutenant Edward Bocian, Air Forces, to Wed Riverdale Girl

Mrs. William E. Stewart, of Riverdale, New York, has announced the marriage on Tuesday, July 13, of her daughter, Miss Elinor Anne Stewart, to Lieutenant Edward Stanley Bocian, Army Air Forces, son of Mr. and Mrs. Nicholas Bocian, of New York. The ceremony was performed in St. Gabriel's Church, Riverdale, and a reception followed at the Stewart home.

The bride was given in marriage by her uncle, Mr. Gifford English, of Albany. Her attendants were her sister, Miss Jean Stewart; Mrs. Thomas Caron and Miss Catherine Goge. Lieutenant. Emil Cecere was best man, and ushers were Private First Class William Stewart and Mr. Robert Stewart, brothers of the bride.

The bride, daughter of the late William E. Stewart, was graduated from the College of Mount St. Vincent. Lieutenant Bocian received his commission at Yale. The couple will live in Harrisburg, Pa., where the lieutenant is stationed.

any was graduated from St. Benedict's Preparatory School, Newark, and attended Seton Hall College, South Orange. After a trip the couple will live in Tampa, Fla., where the bridegroom is stationed.

## nd Army Pilot St. Louis Church

### de of Sergeant Townsend; to Hamilton Roberts Jr. nderwood Jr. To Be Wed

de by Mr. and Mrs. H. Carlton Baker, r, of the marriage of their daughter, geant Newell S. Townsend, Army Air

of Alvarado, Tex., announced the marriage of their daughter, Miss Alta Shipman to Private William B. Crowell of the United States Army Air Forces, son of Mr. and Mrs. C. P. Waller Crowell, of Buckingham Road, Upper Montclair. The wedding took place June 18 at Sacramento, Calif. The bridegroom was with Consolidated Aircraft Corp. in San Diego, Calif., for the last three years before entering the Army. He is now stationed at Hammer Field, Fresno, Calif.

**Lilli Schwenk Engaged**

Mr. and Mrs. Edwin Schwenk of Crestmount Road, Montclair, announced the engagement of their daughter, Miss Lilli Schwenk to Mr. Donald Frederick Hornig, son of Mr. and Mrs. C. A. Hornig, of Milwaukee, Wis. Miss Schwenk is a graduate of Montclair High School and received her A. B. degree from Bryn Mawr College in 1942. She is at present studying for her Ph. D. in chemistry at Radcliffe College. Mr. Hornig was graduated from Harvard in 1940 and will receive his Ph. D. in chemistry there this fall. He is now engaged in war research work.

Miss Patricia Jane Potter, daughter of Mrs. Beryl Shaw Potter, of Walnut Street, Montclair, will be married Wednesday at her home to Mr. Kelton E. Barnes, son of Mr. and Mrs. J. Archie Barnes, of Passaic. The ceremony will be performed by the Rev. George Kirk, of Passaic and will be followed by a reception at Marlboro Inn. Miss Thelma Barnes, sister of the bridegroom, will be maid of honor, and Mr. Barnes will be best man for his son. Miss Potter, daughter of Dr. Clarence Potter, of Passaic, attended Passaic Collegiate School and Skidmore College and studied art in New York City. Mr. Barnes is a graduate of Passaic High School.

### Judy Blesch, Officer to Wed

Mrs. George F. Blesch, of Columbus, Ohio, announces the engagement of her daughter, Miss Judy Lucille Blesch, to Lieutenant Ernest T. Hadley jr., son of Mr. and Mrs. Ernest T. Hadley, of Chatham, N. J. The wedding will take place in late July in Garden City, Kan., where Lieutenant Hadley is a student officer in the Army Air Force Basic Flying School.

**Guests of Edwin Barlows**

Lieutenant (j. g.) and Mrs. Joseph McMillan Hinshaw jr. are visiting Mrs. Hinshaw's parents, Mr. and Mrs. Edwin H. Barlow, of Elizabeth, N. J.

series of food-preservation demonstrations will be continued un-

U. S. Department of Labor
WOMEN'S BUREAU
Washington

November 16, 1943

## TEN-HOUR DAY IN CALIFORNIA AIRCRAFT COMPANIES

see report Co. statement 85% preference 10 hr. day

From the report of Marie Wright on the conference called by Division of Industrial Welfare, CaliforniaState Department ofIndustrial Relations, of women counselors in southern California: "Mrs. Lewis of North American Aircraft Company said that in interviewing 300 women in the plant to learn their opinion of the five ten-hour day week which the plant has now been working some twelve weeks, that 97-1/2 percent prefer the five days since they have two days for rest. No one works Saturday or Sunday except maintenance people and bottle-neck departments. Mrs. Brewster pointed out that women cannot be required to work ten hours but may do so voluntarily. Mrs. Lewis said that about 20 women at North American had not been willing to work ten hours and had been permitted to continue on an eight-hour day."

Mrs. Miller of Northrop later said privately to Marie Wright that Northrop was to start the ten-hour day in all departments the following morning with much opposition from some women. There had been terminations because of it. Mrs. Miller was going to report to her firm that North American had allowed some women to work eight hours. Northrop feared that if they permitted some to do so there would be too few willing to work ten hours and they did not think they could cope with the confusion.

R. I - passed law 1943

"20 min obviously insufficient"
Dept Labor Annual Report

"measure badly needed for some time to remedy general practise, particularly in textile mills"

It's "Significant that shops are producing armaments schedule a full lunch period of 30 min"

Okla.
Fla. Ga. La. S.C.

C Manning
1305

U. S. Department of Labor
WOMEN'S BUREAU
Washington

June 1, 1943

## MINIMUM LUNCH PERIODS SET BY STATE LAWS FOR WOMEN WORKERS

The statutes of 17 States, the District of Columbia, Philippine Islands, and Puerto Rico have set a minimum lunch period for women workers. In some of these States the law covers practically all industries or occupations, in others the coverage of the law is narrower and the required lunch period is applicable only to those industries or occupations listed in the law. Minimum period allowed ranges from 1/3 hour to 1 hour, the majority of the 17 States fixing 1/2 hour as the minimum time for lunch.

| | |
|---|---|
| Arkansas.......... | 1/2 hour, after 6 hours' work. (Females) |
| Delaware.......... | 1/2 hour. (Females) |
| Indiana........... | 1 hour. (Men and Women) |
| Louisiana......... | 1/2 hour (Females) and 1 hour (Men and Women) |
| Maine............. | 1 hour, after 6 hours' work. (Females) |
| Maryland.......... | 1/2 hour after 6 hours' work. (Females) |
| Massachusetts..... | 3/4 hour after 6 hours' work. (Females and Minors) |
| Nebraska.......... | 1/2 hour (Men and Women) |
| Nevada............ | 1/2 hour (Women 18 and over) |
| New Jersey........ | 1/2 hour after 6 hours' work. (Men and Women) |
| New Mexico........ | 1/2 hour (Females) |
| New York.......... | 1 hour (Men and Women); in mercantile 3/4 hour. (Men and Women) |
| North Carolina.... | 1/2 hour after 6 hours' work - mercantile and restaurants. (Females) |
| Ohio.............. | 1/2 hour after ~~5~~ 6 hours' work. (Females) |
| Pennsylvania...... | 1/2 hour after 5 hours' work. (Females) |
| Rhode Island...... | 1/3 hour after 6 hours' work (Women and Minors) Passed in '43. |
| * Wisconsin......... | 1 hour (Females ) |
| District of Columbia | 3/4 hour after 6 hours' work. (Females) |
| Philippine Islands. | 1 hour (Women and Children) |
| Puerto Rico........ | 1 hour (Women over 16) |

The minimum-wage and industrial commission orders of 10 States have fixed the minimum lunch period for women in specific industries. These periods range from 1/3 hour to 1 hour.

California - Any occupation, trade, or industry.... 1/2 hour (Women & Minors)
Colorado:
  Laundry.......... 1/2 hour (Women and Minors)
  Retail .......... 1 hour

Illinois - Beauty Culture .... 1/2 hour after 5 hours' work.(Women and Minors)

Kansas:
- Laundry; Mercantile ....... 1 hour (Women and Minors)
- Manufacturing............... 3/4 hour (Women and Minors)
- → Public housekeeping........ 1/3 hour (Women and Minors)

Kentucky - Any occupation..... 1/2 hour (Females)

North Dakota:
- Manufacturing; Laundry..... 1/2 hour (Women 18 and over)
- Public housekeeping........ 1/2 hour; 1 hour if employee must leave premises (Women 18 and over)

Oregon:
- Mercantile; Beauty shop; Manufacturing......... 3/4 hour after 6 hours' work. (Women and Minors)
- Office; Telephone and telegraph; Personal service 3/4 hour after 6 hours' work.(Women & Minors)
- Laundry, cleaning and dyeing.................... 3/4 hour after 5 hours' work.(Women & Minors)
- Occupations not covered by other orders.......... 3/4 hour after 6 hours' work. (Minors)

Utah - Any establishment or industry.................. 1/2 hour. (Women)

Washington:
- Telephone or Telegraph or other public occupation not regulated by a minimum-wage order....... 1 hour (Women)
- Mercantile.................. 1/2 hour (Women)
- Office...................... 3/4 hour after 5 hours' work. (Women)
- Beauty culture............. 1 hour after $5\frac{1}{2}$ hours' work. (Women)
- Canning; Packing fruits and vegetables; Public housekeeping............ 1/2 hour after 5 hours' work.(Women & Minors)
- In occupations listed in order.................. 1/2 hour after 5 hours' work.(Minors)

* Wisconsin - Factory or Laundry having lunch room....... 3/4 hour after 6 hours' work. (Females)
- Restaurant - if employees eat on premises.......... 1/2 hour after 5 hours' work. (Females)
- Canning..................... 1/2 hour (Women and minors)

* Wisconsin law gives power to the Industrial Commission after investigation to issue general or special orders but until this is done the hours fixed in the statute prevail.

Marriage

August 13, 1943

To: Miss Anderson

From: Miss Valentine

Re: Plants with Long Hours

In looking over these reports on the industries in Springfield, Vermont, which were working such excessive hours, I note that one of the firms there was changing its shift somewhat. Because of their very high labor turnover they were going to adopt a new schedule of 60 hours a week with 5½-day week, working only a half day on Saturdays. The new personnel manager, Mr. Rasmussen, felt very much that the 5½-day week would bring down the absenteeism and labor turnover. This was the Fellows Gear Shaper Company.

The Jones and Lamson Company are still working a 6 full-day week with a 12-hour day including lunch. The Bryant Chucking Grinder Company are working two 12-hour days and four 8-hour days making a 56-hour week. In all of these plants the men admitted the hours were too long for the women but did not see how they could do any differently. I do not know, of course, what, if any, production records would be available. Miss Ziegler and Miss Anderson made a detailed study there in 1942.

There is one company in Barre, Vermont, which changed from two shifts of 12 hours a day to three 8-hour shifts. Mrs. Currier had said when I was there last May that she thought the 8-hour shifts brought out new women who would not work a 12-hour shift.

On the same general type of work is the Norton Company at Worcester, Mass., which is operating three 8-hour shifts. In this plant I think every possible consideration is shown to the workers.

U. S. Department of Labor
WOMEN'S BUREAU
Washington
1943

# THE TEN-HOUR DAY
## (Reports of Women's Bureau Agents)

**Consolidated Vultee Aircraft Corporation
San Diego, California**

4 The pre-termination interviewers felt that 88% of the women leaving for personal illness were suffering from cumulative fatigue. Many come in and say they are just too tired to work any longer. Some of the older women say they are not only tired but they feel terribly irritable and want to quit. Persons leaving for personal illness cannot be forced to report to the medical department, but as many as possible are sent to the medical department.

4 At the end of six or eight months many of the women were reported as just too tired to work any longer, and some ask for a leave of absence and when leave is not granted they quit. The foremen were reported as strict in granting leaves.

4 There was some discussion at the plant of allowing workers two weeks off at the end of every three months to give them a chance to rest up and do the things they find they do not have time for while working. This was believed a partial solution to so many women tiring on the job.

**N. A. Woodworth - Ferndale, Michigan (3,000 women in factory). Data secured 6/43.**

3L The N. A. Woodworth Company has gone from a 54-hour, seven day week (April 11, 1943) to a 48-hour, six day week, and their absentee rate which was around 11 percent, has gone down.

**Cherry-Burrell Corporation, Cedar Rapids, Iowa (103 factory women) 11/27/43**

Last winter plant worked 7 day week, but found fatigue was too great to justify the production gained. No changes in daily or weekly hours contemplated.

**Emerson Electric Manufacturing Company, St. Louis, Mo. (3,097 factory women).7/43 plant visited.**

3C Men formerly were on a 10½-hour shift 5 days, and 8 hours 1 day. Male workers are now on a 9-hour shift, and company has found that production in 9 hours is equal to the 10½-hour shift.

**National Manufacturing Company, Kansas City, Mo. (50 women in factory). 11/1/43 plant visited.**

4 During the month of August the plant went on a 10-hour day. This was an emergency measure used in order to meet contracts. The Plant Superintendent said the women were "all worn out" by the end of the month. Since the longer hours were only a relatively short period, production was maintained, but officials decided it was a bad practice and that women could not stand long hours. Terminations increased.

Excerpts from Elsie Wolfe's letter of December 23, 1943, to Mr. John Morrison, Labor Commissioner - Kansas State Labor Department - Topeka, Kansas.

The early morning opening at 5:15 A.M. means that workers must get up at 3 or 3:30 A.M. and in turn go to bed at 7 or 7:30 P.M. in order to get eight hours sleep. We know they will not go to bed that early and the result of inadequate rest will take its toll on production. The 5:15 A.M. opening is only a temporary measure, but the permanent starting time is only 45 minutes later, so there will be little improvement. I tried to get a 7:00 A.M. opening, but due to transportation difficulties and opposition of night shift, no definite action could be taken. Both the Boeing officials and Army were agreeable to my suggestion of a 7 o'clock shift in order to cause less dislocation in the worker's lives.

As far as housing is concerned, there were between 375 and 400 houses vacant at Planeview on December 15th. The N.H.A. expect that the remaining vacancies will be filled soon after the first of the year. It was reported that there are vacancies in private housing developments in Wichita.

The Boeing Airplane Company hired 3027 employees during the month of November largely through the U.S.E.S. recruitment.

I realize that a great deal of pressure was brought to bear on the State Labor Department to issue the permit for extended hours, and I want you to know that I will continue to cooperate in every way I can in spite of my sincere convictions concerning the inefficiency of a 10 hour day and 60 hour week.

**Electrical Products**

Collins Radio Corp. - Cedar Rapids, Iowa (1518 women in factory including part time workers). 11/29/43 (Product - radio transmitters)

Changes in hours:
During an "emergency" period of 2 months this fall, plant operated on the following schedule:

10 hr. day (2 shifts) 6days per week 60 Hr.
8 hr. day 7 days per week 56Hr.

4

Company returned to 48 hour week about one month ago. Personnel Manager stated that efficiency dropped and absenteeism increased with the long hours of work. He does not believe that a 10 hour day or a 7 day week can be carried out efficiently for any length of time. Fatigue overcomes efficiency after a month on that schedule and production drops. Effects of fatigue did not show as quickly on the 8 hr. day, 7 day week schedule as on the 10 hour day with one day of rest.

# HOURS OF WORK, FATIGUE, AND EFFICIENCY IN GERMANY
(Source: International Labour Review,
August 1943)

At a meeting of the German Chamber of Labour held in Berlin on 30 April 1943 Dr. T. Hupfauer, delegated by Dr. Robert Ley, Leader of the German Labour Front, to deal on his behalf with the movement aiming at increasing the output of German undertakings in wartime, spoke on the relation between hours of work and output. The following is an extract from this speech:

> Man's physical strength in respect of output is limited. War involves difficulties of every kind. These difficulties affect the life and work of every member of the community, and can hardly be considered as likely to increase the individual's reserves of physical strength and fitness. Thus, a woman who has been mobilised worries about her family and her household and, with the best will in the world, wants to be in a position to go on dealing with her private business and duties, the proper performance of which is equally important from the point of view of winning the war. It would therefore be reasonable to regulate hours of work with due regard for these considerations and facts. What is the use of fixing regulation hours of work if, by reason of absenteeism and lost time, whether justified or not, the regulation hours are not observed in practice but are replaced in reality by a shorter period of actual work? What is the use of long working hours if all that they mean is hours of presence and not hours of work and output?
>
> Experience has shown that the best output has always been obtained in undertakings which, on the basis of common sense calculations, have succeeded in harmonising the claims that they make on their workers with the workers' physical and moral capacity as well as with the obligations incumbent on them outside the factory. This means that every undertaking should decide for itself what hours of work suit it best and are most likely to guarantee the best and highest output.
>
> It is encouraging to note that a large number of undertakings have already tried to find a solution for these difficult problems and have genuinely succeeded in solving them. The results of these attempts are conclusive. It has been proved that a return to shorter and more normal hours of work for instance, 8 or 9 per day, far from reducing the daily output of the worker, actually increases it. The Chamber of Labour, in collaboration with experienced and sensible employers and heads of undertakings, has made a thorough study of the whole matter. Experiments carried out in 42 different undertakings during two pay periods have shown that, for a period of 389 regulation hours of work, actual hours

of work per worker were only 309. There was thus a loss of some 75 hours per worker. Another important German undertaking found that the difference between regulation hours of work and hours actually worked averaged one day and upwards per week. On the other hand, another undertaking which, profiting from experience, reduced hours of work from 10 to 8 per day, found that the number of cases of illness fell by 8 percent, that absenteeism was greatly reduced, and that hours of actual work almost coincided with the regulation hours.

Some undertakings have made most interesting arrangements in regard to the hours of work of women. Thus, a firm in Brandenburg has formed groups of three women each. In each group there are two women who work every day, while the third is on leave, so that each woman works a 40-hour week and has two free days weekly. It must be borne in mind that shorter hours mean harder work while the worker is on the job, so that individual output on a reduced schedule of hours will not fail to be completely satisfactory, the more so since absenteeism will tend to disappear.

The adoption of a five-day working week is not advisable because it involves too long a working day with unfavorable results on the health, and therefore on the output, of the workers, and makes the granting of relatively long rest pauses indispensable.

It is thus clear that the regulation of hours of work is a matter which can only in part be settled outside the undertaking, and which has in the final analysis to be settled primarily by the individual undertakings for themselves.

31. Absences & Turnover

## ABSENTEEISM IN NEW YORK STATE
## WAR PRODUCTION PLANTS

(Prepared by Bureau of Research, Division of Women in Industry and Minimum Wage, August, 1943.)

5 vs. 6 d. wk
7d.

### Absenteeism in Relation to Number of Days, Hours and Shifts Worked.

The beneficial effects of a short work-week in terms of number of days worked are evident from the data presented in Table III. Workers employed for five or five and one-half days were absent much less than workers, often employed in the same plants, who were on six or seven day schedules. This tendency was particularly evident among women who were absent approximately every ninth or tenth day if they had to work a six or seven day week as compared with once every fifteenth day if they worked a five day week. The comparatively high absence rate on the alternating five and six day schedule may be explained by the fact that all employees in this group are women. A free afternoon or a free day is very important to working women who may have to take care of homes and maintain social obligations though working on a full-time war job. Very few of the plants, however, are operating on the basis of a five or five and one-half day week. More than 84 percent of the workers in the 12 plants for which information was available were employed on a six or seven day basis.

LONG HOURS and Lunch Periods, 1944-1945

Prepared
for
Conference
but not used—

Members recognize
fully— inadvisability
of long hrs etc.
Question was rather
how avoid them.

U. S. DEPARTMENT OF LABOR
WOMEN'S BUREAU
Washington

## Number of Women Employed - March 1944

| | |
|---|---|
| Total - All industries | 16,480,000 |
| Manufacturing | 5,590,000 |
| Direct War Manufacturing | 2,690,000 |
| Essential Army and Civilian Supply | 2,160,000 |
| Other | 740,000 |

On must reckon with the fact that about two-thirds of the women production workers are married which complicates industrial problems. Individuals adjust their work hours to permit performance of duties imposed by home and family and to maintain personal standards.

A study now in progress by the Women's Bureau of the records of one factory, that had had work schedules of a 48-hour week and a 55-hour week shows that the proportion of women workers losing time, the average number of absences and the actual hours absent each increased under the 55-hour schedule. Plants I, II, and III in the following summary illustrate the increase in the number of women losing time and in absenteeism.

### Time Lost by Women Workers Under Different Hours Schedules

| Plant | Changes in Hours Schedules | | Percent Women Losing Time | Hours Lost per 100 Man Hours of Work | Average Hours Work During Weeks Worked |
|---|---|---|---|---|---|
| | Daily | Weekly | | | |
| I | 8 | 48 | 68.5 | 8.0 | 44.8 |
| | 10 | 55 | 82.5 | 13.1 | 48.2 |
| II | 8 | 48 | 74.7 | 10.1 | 44.2 |
| | 9 | 54 | 86.3 | 16.6 | 47.8 |
| III | 7-2/3 | 44.7 | 74.2 | 9.1 | 41.7 |
| | 9.8 | 54 | 87.0 | 13.3 | 50.0 |

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This investigation was made to find out what use was being made of dispensations from the labor law that had been granted by the Industrial Commission in the interests of war production. Although the 54 hour week was by far the most usual dispensation some so-called restricted dispensations limited the number of hours in excess of 48 in a 4-weeks period to 12 hours.

Of 290 plants with permission to employ women workers for more than 48 hours, 56 were making no use at all of their dispensations at the time of the survey and only 14 plants were making full use of the dispensation. Of the 63,089 women who were permitted to work longer than 48 hours, two-thirds were working at or below the peacetime standard and fewer than 20 percent worked the full hours requested by the employer.

"Employers generally agreed that while long hours were necessary in emergencies, a work week of longer than 48 hours had an adverse effect on hourly rate of production, quality of work, absenteeism, turnover and accidents."

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2) Secondly, if the work day were increased from 8 to 10 hours, it would mean that both men and women who work at the Falls Plant would be compelled to spend 11½ to 12 hours away from home, and with motor vehicle transportation the only means of access to the plant, which is some 18 miles from Buffalo, this might easily be increased to 12½ or 13 hours, during the winter months when driving conditions are poor. Such a schedule would entail so many dislocations that it would preclude continued employment for a large number of people, particularly women with children, and in cases where employment was not actually terminated, the absentee rate would be excessive.

3) We have the additional problem of maintaining proper relation between rates of factory supervision and hourly-paid employees, as the "take home" earnings of the latter group who are paid premium overtime, would in many cases on a ten hour schedule, be equal to or exceed the total earnings of those who supervise them who are paid straight time for overtime. Such an unbalanced wage structure would be very detrimental to morale.

4) Furthermore, we lack reasonable assurance that the anticipated production increase would actually be realized. In fact we have actual evidence, from experience gained on trial operations, that longer working hours provide only temporary relief to the problem, and after a brief period, efficiency drops to such an extent that no more actual work is performed than during an eight hour day.

5) All community services, such as shopping hours, banking facilities, public transportation, special education courses, etc., would have to be adjusted, and it was thought that the leisure provided by all or part of an extra day would not compensate for the lack of access to such services as many times needs arise which cannot wait until an employee's next scheduled day off.

6) Employee complaints, presented through the Union and individually, on length of hours, fatigue, gross time spent away from home and family duties and other allied matters, mounted sharply on the previous occasion when working hours were increased from eight to nine. Should there be a two-hour increase in schedule, such complaints could be expected to become major objections.

7) In our efforts to secure the highest possible utilization of manpower, we are now making an orderly and gradual reduction of employment. It would be diffucult to retain morale in trying to lengthen shift hours at the same time that such a reduction is being arranged.

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| First period | 66.7 | 58.2 | 100 | 100 |
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| Third period | 56.5 | 51.2 | 139 | 122 |

## GERMAN EXPERIENCE

International Labor Review August 1943
Dr. T. Hupfauer

In Germany also it has been found that a return to shorter more normal hours--8 or 9 per day--increases output. Moreover they have learned that the effectiveness of increased hours is nullified by absenteeism and loss of time, and there was considerable discrepancy between hours of presence and scheduled hours of work in the excessive work day. One concern which reduced hours from 10 to 8 found that illness fell 8 percent, absenteeism was greatly reduced and actual work time almost coincided with regulation work hours. They found that the long working day made the granting of relatively longer rest periods indispensable.

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3) We have the additional problem of maintaining proper relation between rates of factory supervision and hourly-paid employees, as the "take home" earnings of the latter group who are paid premium overtime, would in many cases on a ten hour schedule, be equal to or exceed the total earnings of those who supervise them who are paid straight time for overtime. Such an unbalanced wage structure would be very detrimental to morale.

4) Furthermore, we lack reasonable assurance that the anticipated production increase would actually be realized. In fact we have actual evidence, from experience gained on trial operations, that longer working hours provide only temporary relief to the problem, and after a brief period, efficiency drops to such an extent that no more actual work is performed than during an eight hour day.

5) All community services, such as shopping hours, banking facilities, public transportation, special education courses, etc., would have to be adjusted, and it was thought that the leisure provided by all or part of an extra day would not compensate for the lack of access to such services as many times needs arise which cannot wait until an employee's next scheduled day off.

6) Employee complaints, presented through the Union and individually, on length of hours, fatigue, gross time spent away from home and family duties and other allied matters, mounted sharply on the previous occasion when working hours were increased from eight to nine. Should there be a two-hour increase in schedule, such complaints could be expected to become major objections.

7) In our efforts to secure the highest possible utilization of manpower, we are now making an orderly and gradual reduction of employment. It would be diffacult to retain morale in trying to lengthen shift hours at the same time that such a reduction is being arranged.

## BRITISH EXPERIENCE

1. "Hours of Work in Wartime"
Industrial Welfare and Personnel Management. 1939
Dr. H. M. Vernon.

This reports the production record of about 100 women employed as lathe operators. Their output was collected over a period of 93 consecutive weeks, during the first 24 of which they were on the 75-hour week, during the next 28 weeks on the 63½-hour week, and during the remaining 41 weeks on the 55½-hour week. The timekeeping of the women was not good, owing largely to the fatigue entailed by their labors so that the actual work hours in these three periods fell considerably short of the normal hours. Actual working hours were respectively 66.0, 54.4 and 47.5 in the order of the three periods above listed. While working 66 hours production was 108, but on the reduced schedule of 47.5 hours production increased to 169 per hour.

2. "Report on Welfare and Health in Relation to Hours of Work and Output in Wartime." 1940
British Association for Labor Legislation.

A case history of the output of men engaged in heavy work which was not mainly controlled by machine processes showed an increase in production as the long hour schedule for work decreased.

| | Average Weekly Hours | | Relative Hourly Output | Relative Total Output |
|---|---|---|---|---|
| | Hours fixed by Management | Actual Hours Worked | | |
| First period | 66.7 | 58.2 | 100 | 100 |
| Second period | 62.8 | 50.5 | 122 | 106 |
| Third period | 56.5 | 51.2 | 139 | 122 |

## GERMAN EXPERIENCE

International Labor Review August 1943
Dr. T. Hupfauer

In Germany also it has been found that a return to shorter more normal hours--8 or 9 per day--increases output. Moreover they have learned that the effectiveness of increased hours is nullified by absenteeism and loss of time, and there was considerable discrepancy between hours of presence and scheduled hours of work in the excessive work day. One concern which reduced hours from 10 to 8 found that illness fell 8 percent, absenteeism was greatly reduced and actual work time almost coincided with regulation work hours. They found that the long working day made the granting of relatively longer rest periods indispensable.

## BUREAU OF LABOR STATISTICS, U. S. DEPARTMENT OF LABOR

### "Studies of the Effects of Long Working Hours" 1944.

This Department of Labor study states that: "In general over an extended period of time workers produced less per hour when schedules were raised above 40 hours per week." The study found "that lengthening of daily hours beyond 8 usually eliminated the mid-week production peak. When daily hours were increased to 10, with a 2-day weekend, this peak disappeared and one day's production was about as good as any others. When a 6th day was added the entire level dropped."

## NEW YORK STATE DEPARTMENT OF LABOR

### "Wartime Working Hours" February 1943

This reports the results of a survey of employers' opinion of 140 companies having two million employees. This discloses that 68 percent favored 48 hours or less. The experiences of New York firms which had received dispensations from the New York State Labor Law and of plants which have utilized the 10-hour shift but no longer use it, show the effect on production in terms of increased mistakes, absenteeism and quits. The report lists the experience of firm after firm indicating a preference for the short-hour week. Bell Aircraft in renouncing plans for the 10-hour shift gave as one of the six major reasons, the anticipation of hardship, inefficiency and increased absenteeism especially among women who constituted 58 percent of the company's labor force.

### Investigation of Relaxation of Labor Laws May 1944

This investigation was made to find out what use was being made of dispensations from the labor law that had been granted by the Industrial Commission in the interests of war production. Although the 54 hour week was by far the most usual dispensation some so-called restricted dispensations limited the number of hours in excess of 48 in a 4-weeks period to 12 hours.

Of 290 plants with permission to employ women workers for more than 48 hours, 56 were making no use at all of their dispensations at the time of the survey and only 14 plants were making full use of the dispensation. Of the 63,089 women who were permitted to work longer than 48 hours, two-thirds were working at or below the peacetime standard and fewer than 20 percent worked the full hours requested by the employer.

"Employers generally agreed that while long hours were necessary in emergencies, a work week of longer than 48 hours had an adverse effect on hourly rate of production, quality of work, absenteeism, turnover and accidents."

## CHAMBER OF COMMERCE OF THE UNITED STATES
## DEPARTMENT OF MANUFACTURE

### "The Ten-Hour Working Day in Factories" 1943

This report contains the following statements: "All who are concerned with this problem admit that production can not be proportional to hours worked, because men get tired, bored, do less and not as well as the day and total production period lengthens. Not only does output fail to increase proportionately with hours but it is frequently reduced." "Over a third of the companies convassed reported that production was proportionately less on the 10-hour shift."

BELL AIRCRAFT CORPORATION

Niagara Frontier Division

2050 Elmwood Avenue . Buffalo 7, New York

December 29, 1943

Miss Mary Anderson, Director
Women's Bureau
U. S. Department of Labor
Washington 25, D. C.

Dear Miss Anderson:

Please accept my apologies for the delay in answering your inquiry relative to our position on the ten hour shift. I have been away from my desk so frequently of late, due to Union negotiations or urgent out-of-town trips, that my correspondence has suffered somewhat.

Our reasons for indefinitely postponing further consideration of the use of two ten-hour shifts in place of our present eight-hour shifts in the plants of this Division are varied and numerous:

1) Primarily, our experience of increasing work schedules even from eight to nine hours (which we did from April 11th to June 2nd at the Falls Plant for the purpose of realizing increased production) indicates, particularly among feminine workers who represent 58% of our direct employees, that marked absenteeism and turnover result, and to such an extent that any improved output is offset.

2) Secondly, if the work day were increased from 8 to 10 hours, it would mean that both men and women who work at the Falls Plant would be compelled to spend 11½ to 12 hours away from home, and with motor vehicle transportation the only means of access to the plant, which is some 18 miles from Buffalo, this might easily be increased to 12½ or 13 hours, during the winter months when driving conditions are poor. Such a schedule would entail so many dislocations that it would preclude continued employment for a large number of people, particularly women with children, and in cases where employment was not actually terminated, the absentee rate would be excessive.

3) We have the additional problem of maintaining proper relation between rates of factory supervision and hourly-paid employees, as the "take home" earnings of the latter group who are paid premium overtime, would in many cases on a ten hour schedule, be equal to or exceed the total earnings of those who supervise them who are paid straight time for overtime. Such an unbalanced wage structure would be very detrimental to morale.

4) Furthermore, we lack reasonable assurance that the anticipated production increase could actually be realized. In fact we have actual evidence, from experience gained on trial operations, that longer working hours provide only temporary relief to the problem, and after a brief period, efficiency drops to such an extent that no more actual work is performed than during an eight hour day.

5) All community services, such as shopping hours, banking facilities, public transportation, special education courses, etc. would have to be adjusted, and it was thought that the leisure provided by all or part of an extra day would not compensate for the lack of access to such services as many times needs arise which cannot wait until an employee's next scheduled day off.

6) Employee complaints, presented through the Union and individually, on length of hours, fatigue, gross time spent away from home and family duties and other allied matters, mounted sharply on the previous occasion when working hours were increased from eight to nine. Should there be a two-hour increase in schedule, such complaints could be expected to become major objections.

7) In our efforts to secure the highest possible utilization of manpower, we are now making an orderly and gradual reduction of employment. It would be difficult to retain morale in trying to lengthen shift hours at the same time that such a reduction is being arranged.

The above constitute a few of the considerations which have prompted our decision to remain on present shift schedules, at least for the time being, and while there are further questions which required analysis, they bear more directly on technical manufacturing and assembly problems.

I am sure you know how happy we are to supply you with any possible data, and if you have further questions, along this or other lines, I hope you will write me without hesitation.

With every best personal wish, I am

Very truly yours,
John Meade
Assistant Director Indu

JM/pm

The following is a statement made by the management of one of the large aircraft companies specifying their reasons for preferring an 8-hour day to a 10-hour day.

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Erickson

# The Ten-Hour Workday In Factories

### Summary of Experience

August, 1943

DEPARTMENT of MANUFACTURE
Chamber of Commerce of the United States
WASHINGTON, D. C.

# THE TEN-HOUR WORKDAY IN FACTORIES

## Foreword

Some industrial executives have maintained that the greatest total production from war plants can be secured by using two ten-hour shifts rather than three shifts of eight hours per day. In an effort to determine the correctness of this observation the Department of Manufacture addressed an inquiry to executives of selected companies. These executives were asked to supply, in addition, information as to the effect of the two ten-hour shifts schedule on workers. A copy of the question sheet is attached.

T. W. HOWARD, Manager
Department of Manufacture

Compiled by Edmund Robertson
August 16, 1943.

# THE TEN-HOUR WORKDAY IN FACTORIES

## SUMMARY OF EXPERIENCE

Questionnaires were sent to 479 selected manufacturing companies. Companies in the metal working industries were selected primarily because of a belief that they are currently at a high level of activity and are located largely in areas where labor shortages exist. These manufacturers, too, are mostly engaged in war production.

Replies were received from 116 of the 479 canvassed. Of these 116 replies, 55 reported no experience with the two ten-hour shift work schedule or experience so limited as to be inadequate to form a basis of conclusions as to its merits.

Of the remaining 61 who have operated on the ten-hour day, two-shift basis, 48 are still doing so and 13 have abandoned the schedule. Some of those no longer operating the two longer shifts had adopted it originally as a temporary measure, returning to the more convential schedule as conditions changed. Detailed replies from those who have discontinued the two ten-hour shifts are incorporated in the general figures which follow. In addition they will be analyzed separately at the end of this summary.

### Reasons for Adoption

The chief reason given for adopting the two ten-hour shift schedule was the prevalence of manpower shortages. Altogether 47 companies gave this reason. Scarcity of supervisory help was specifically mentioned 24 times by this group, scarcity of skilled labor, 17 times, and scarcity of labor generally was reported by 16. Some of the 47, of course, named more than one of these types of manpower deficiency.

Three employers preferred the two ten-hour shifts because the unscheduled time was needed to provide for maintenance and repair, "bottleneck" production, and other emergency situations. Six companies were motivated by a desire to increase employees' "take-home" pay by means of the overtime involved. Other reasons given were:

In order to eliminate third shift inefficiencies.
Because employees disliked third shift.
In order to eliminate division of responsibility.
To increase production.
Because of reduced activity.
Combination of need for increased production
  and shortage of materials.
Temporary use to eliminate production bottleneck.
Standard practice in industry.

## Effect on Total Production

The question was presented: "Does your experience reveal that you had greater or less total production from your plant (using the two ten-hour shift schedule) than with any other work schedule?" Replies to this question totaled 33, of which 20 reported greater total production, and 13 reported less.

## Weekly Schedules Represented

To ascertain specific weekly schedules in use in connection with the two ten-hour shifts, 3 possible combinations were listed for checking and a line reading "other schedules" provided for the fourth choice. Replies indicated, however, that the schedules listed were not typical of those used. Therefore for summarization a different breakdown is used as shown below. The weekly schedule is set forth, followed by the number of companies reporting that schedule in use.

Five ten-hour days, Monday through Friday, with no production on Saturday and Sunday. - 7
Five ten-hour days on a rotating workweek basis so that production will be continuous. - 5
Five ten-hour days, Monday through Friday, eight hours on Saturday, with no production on Sunday. - 9
Five ten-hour days, Monday through Friday, five hours on Saturday, with no production on Sunday. - 10
Six ten-hour days, Monday through Saturday, with no production on Sunday. - 14

Other schedules included "five ten-hour days, Monday through Friday, with no production on Sunday" with 3 variations of hours (four, six and nine hours) on Saturday. Four companies have used one or another of these schemes. One manufacturer reported the use of five ten-hour days with ten hours operation on alternate Saturdays, no production on Sundays and no production on the remaining Saturdays. One company operated 3 ten-hour days, 2 eight-hour days, and 5 hours on Saturday with no production on Sunday.

## Output Per Man-hour and Per Man-week

"Will output per man-hour and per man-week be increased or decreased through the use of the ten-hour day?" In reply to this question, 23 companies indicated such output would be increased, 16 said a decrease was to be expected, and 9 reported no change indicated as a result of the longer shifts.

## Extent of Rest Periods

Of those who reported on the extent of rest periods, 9 companies said none were needed. In addition, 6 employers reported none were required except in cases where the nature of the work produced unusual fatigue. In these cases special arrangements are made. Five more executives described lunch periods under this heading, with no other rest arrangements reported. An additional report described provision for 2 half-hour lunch periods per shift. This plan is mentioned here specifically because it is unusual, is rather more liberal than other lunch periods reported, and it appears to partake more of the nature of a rest period.

Three companies replied that they provided a rest period each morning and each afternoon without indicating the length.

Varying schedules of rest periods each totaling 20 minutes per shift were reported by 14 establishments altogehter. Of these, 12 provided a ten-minute rest period during each half shift, one allowed 2 five-minute periods to each half shift and the remaining company granted one twenty-minute period per shift.

Other formal arrangements included "one ten-minute rest per shift" and "eighteen minutes of rest during each five-hour stretch," each scheme being reported by one company.

One reporting company grants 10 to 15 minutes in the morning and afternoon to girls at bench work. Provision is made for rest periods as necessary on a staggered basis to women employed at machines.

One executive suggested rest periods should be given at the end of at least five or six hours of continuous employment.

Informal Rest Plans. Two companies permit employees to take time during the morning and afternoon (and presumably during each half shift for the night force) to purchase food and refreshments. In 2 other instances several smoking periods are allowed at the discretion of the individual with a register to avoid abuse.

## Effect on Morale

As to the effect of a switch to the ten-hour shift on general morale of the workers, 24 executives said the reaction would be favorable, 5 reported it would be unfavorable and 11 thought morale would be "satisfactory" under the schedule.

Six companies in all agreed that higher take-home pay as a result of the ten-hour shift contributed greatly to an improvement in morale of the workers.

Executives of one company pointed out the danger of hastily adopting 2 ten-hour shifts to meet a particular situation because of the consequent reaction of the workers when in the future it becomes no longer feasible to continue that schedule. They found considerable resistance on the part of the operators who looked at a change from a ten to eight-hour shift as a reduction in pay. They strongly advised against this scheme.

## Effect on Women

We come now to a consideration of the effect on women of the 2 ten-hour shift schedule. Executives of 49 companies answered this question in some manner. Of this number 3 reported "no experience."

Twelve companies indicated that women were not employed on the ten-hour schedule. All but 3 of these named state legislation restricting hours of work for women as the reason for not doing so. It may be presumed that this situation prevails in other cases where the fact was not specifically mentioned.

A number of returns provided answers to one or more of the detailed questions under this heading.

Terminations. As to the anticipated decrease of terminations as a result of the longer weekend, executives of 10 reporting companies expected this result would follow and 11 thought it would not.

Home Work. Ten of those replying indicated their belief that women could keep up with their home work in spite of the increased hours. Again 8 thought it would not be possible for them to do so.

Fatigue. "Would the fatigue of ten-hour days be too much for women?" 8 replied "no"; 5, "yes".

Child Care. The replies to the question "What about child care?" indicate that some recognition has been made of the problem but reflect little in the way of concrete solutions that would be helpful. One company, where the problem is beginning to appear, is participating in a cooperative child care program under State Aid and the Lanham Acts. This company noted a "reasonable" initial acceptance of the program in its city. Three others report that local agencies provide some child care. Still another replied that it "used nurseries." One company said other members of the workers' families cared for the children.

Four companies were aware of no problem in this connection or considered the difficulty "negligible."

Other comments on child care were:

"Much easier to secure child care on eight-hour shift."
"Question has not arisen in connection with ten-hour shifts."
"Often a reason for quitting."
"We have had women to quit to take care of their children, but no more now than with 3 eight-hour shifts, 7 days a week."
"Real problem resulting from ten-hour day for women would be transportation time--early morning rising and late arrival at home."
"Very important. Is being worked on now. Doubt if anyone has complete answer."
"Most difficult problem in connection with employment of women."
"Children neglected."
"Definitely a problem."
"Bad"
"Insurmountable problem"

## EXPERIENCES OF COMPANIES WHICH TRIED TEN-HOUR SHIFTS AND NO LONGER USE THEM

In order to get a fuller picture of the reasons why those who abandoned the plan did so it seems appropriate to consider separately the replies of each of them to all the questions put forward in the light of the discontinuance.

A Michigan manufacturer adopted the two ten-hour shifts, six days a week, in its Tool Room only. The occasion was a lack of sufficient toolmakers for the work at hand. Efficiency showed a decline after two weeks and continued to worsen till, at the end of seven months, operation on the basis of three eight-hour shifts was resumed.

A California company started working five ten-hour days on a rotating basis because of the need for increased production shortly before Pearl Harbor. This organization found production and morale improved, and man-hour output increased. Though not indicating directly whether women were employed on these shifts, the management expressed its belief that the fatigue would be too much for women and would be considerably greater than with the eight-hour shifts. This company dropped the arrangement as a result of negotiations with and a contract with a labor union. Hours of employment of women were restricted in the state where this schedule was tried.

A food manufacturer adopted a ten-hour, five-day week schedule to handle what was believed to be a temporary increase in the work load. It is not clear whether this company was previously operating more than one shorter shift. The company concluded that a longer week was required for adequate production and that the necessary production could be achieved more efficiently with three 7½-hour shifts.

A company manufacturing electrical products was faced with a need for increased production and at the same time with a scarcity of skilled workers. New employees were inefficient. They began working two ten-hour shifts Monday through Friday with four hours on Saturday. Total production decreased but the management attributed the decrease to the new workers' inefficiency. The employer believes fatigue from long hours reduce man-hour output. Rest periods were given only in cases of exceptionally strenuous or monotonous work. As to women, this company doubts that terminations would decrease; thinks the shorter shift important to enable women to discharge home duties. Fatigue would be excessive for women and child care would create a problem. As the new workers gained experience they became more efficient and at the request of the employees, the ten-hour shifts were discontinued.

An ordnance plant adopted the schedule of ten hours Monday through Friday, with five hours on Saturday initially because it was then unable to reach full three-shift production. Later the plant went to three-shift operation and the ten-hour shift arrangement was abandoned. The management is not sure, however, that the three-shift schedule gives proportionately greater output than the two ten-hour shifts. On manual operations output per man-hour and man-week was increased. Rest periods were not given. There was evidence of improvement in general morale as a result of the ten-hour day. In the judgment of this company's executive, terminations in the case of women employees might decrease as a result of a longer weekend. Rest periods would be necessary to prevent excessive fatigue for women. The company did not recognize any child care problem.

Another establishment used the rotating workweek of five 10-hour days to increase production still recognizing a shortage of materials. Total production proved to be not as great as with the three eight-hour shifts. Rest periods of ten minutes in each half-shift were provided. The company could discern no effect on the general morale. In reply to the output per man-hour question they said, "We feel from our ten-hour day experience that the three eight-hour shifts schedule is preferable." On the subject of the effect on women this company reported a greater amount of absenteeism with the ten-hour schedule. Terminations did not decrease; women were unable to get necessary homework done. Fatigue was excessive. It was found to be much easier to secure child care on the eight-hour shift. When the flow of materials increased and additional man-power became available the plant was returned to three eight-hour day operations.

A steel corporation operated the ten-hour shifts (no production Saturday or Sunday) with one department only to eliminate a production bottle-beck. Less total production was achieved. Output per man-hour decreased and a detrimental effect on the morale was evident. While the longer shifts were in use two ten-minute rest periods per shift were allowed. No specific reason for discontinuing this schedule was given. There was no decrease in terminations by women. Even so, fatigue was found to be excessive. There were no conclusions as to the questions of homework and child care.

A New Jersey corporation adopted a plan to overcome the lack of supervisory personnel. The schedule chosen comprised ten hours per day, Monday through Friday, with eight hours on Saturday. This company experienced no appreciable drop in production when the change was made to the eight-hour shift. Output decreased; no rest periods were given. The company dropped the ten-hour plan because of a definite decrease in output in the ninth and tenth hours.

A Pennsylvania manufacturer operated a plant on the basis of two ten-hour shifts in 1929 when it was standard practice in his industry for mills that were not continuous operating units. The company worked five ten-hour days Monday through Friday. Output per man-hour and per man-week decreased. Total production was not as great as with three eight-hour shifts. Rest periods were granted only on especially strenuous jobs. As to morale, the men were reported as preferring the longer days and consequently shorter week. This establishment abandoned the ten-hour shifts during the depression in an effort to spread employment.

Four other companies abandoned the ten-hour shifts because of a noticeable decline in production. One of them also found that the men could not stand the heavy hot work for ten hours.

## ADDITIONAL COMMENTS ON TEN-HOUR WORKDAY

"It is our belief that the greatest production and greatest economy in war plants can be secured by using two ten-hour shifts. In our three main plants, working 100% on war orders, we are operating on that basis."

A company now working five ten-hour days a week and ten hours on alternate Saturdays reports, "We are starting a split shift arrangement whereby two people will team up to put in a full shift. Very promising."

A New England company working ten hours five days and five hours on Saturday does so because it is "impossible to get a three shift system, owing to disinclination to work on third shift." They think their schedule the "most practical system."

Another company with a similar schedule finds favorable results from the ten-hour shifts but makes a few exceptions on critical machinery, which is still operated continuously. Effect on individual output depends on type of industry. "If highly mechanized, we believe it would decrease. We have one department where it takes two hours from the time the part goes into a machine until it comes out completed. We operate that department continuously."

A Connecticut enterprise operating on a rotating week basis finds greater production and less absenteeism with that schedule. Another who found a trend to increase absenteeism with the ten-hour shifts arrived at the most satisfactory balance of maximum production and minimum absenteeism with a compromise schedule. This plant operates three ten-hour days, two eight-hour days, and five hours on Saturday. The effect on morale and production is stated to be good.

Three companies are unable to make comparisons because they have never used any other than the ten-hour shift arrangement.

A tool manufacturer stated, "We found that it was difficult to place responsibility. We believe that the effect on the general morale is good, probably due to increased earnings without excessive hours of work." Six ten-hour days are worked in this instance.

One executive stated his belief that, "two ten-hour shifts are better than three eights for short periods, but eight-hour shifts are better over a period of several months."

An electrical manufacturer makes the following interesting observations: "We get far greater production by having two long shifts with skilled men than we would by breaking in a temporary third shift from unskilled men. On the other hand, where we have steady work our three eight-hour shifts do equally well but no better than two long shifts. I think that girls are not so adaptable to long shifts as men. We rarely try long shifts with girls.

"I do not think there is much sure proof that the output per man-hour and per man-week is increased or decreased through the use of the ten hour day. When jobs are hard to find, men work hard. When jobs are plentiful, men work easy. I am not a slave driver and I would rather have them work easy and steady than too hard. I want them to enjoy life. I think our men were just as happy and just as efficient in the old ten-hour days as they are in the present eight-hour days. However, I am very glad to see them get out after eight hours and have some fun. I do not honestly believe there is much of any efficiency question involved."

## TEN-HOUR WORKDAY

This form, in duplicate, accompanies our letter of July 8. It will be appreciated if you will supply us with information on your experience with the ten-hour workday not later than July 20.

Department of Manufacture
Chamber of Commerce of the United States - Washington, D.C.

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1. Have you operated your plant on the basis of two ten-hour shifts?________
   Are you operating on that schedule now?___________

> 2. What caused you to adopt the ten-hour workday schedule?

> 3. If you have abandoned the two-shift ten-hour day, what caused you to do so?

4. Does your experience reveal that you had greater or less total production from your plant than with any other work schedule? (E.g. Three eight-hour shifts). Please explain.

5. What should comprise a ten-hour day workweek?

   a. Five ten-hour days, Monday through Friday, with no production on Saturday and Sunday?
   b. Five ten-hour days on a rotating workweek basis so that production will be continuous?
   c. Ten hours per day, Monday through Thursday, six hours on Friday and four hours on Saturday?
   d. Other combinations?

fragmentares

6. Will output per man-hour and per man-week be increased or decreased through the use of the ten-hour day?

7. To what extent should rest periods be given?

8. What would be the effect on general morale?

9. What effects would such a plan have on women in industry?

   a. Could we expect terminations to decrease as a result of the rest obtained from a longer week end?
   b. Would it be possible for women to keep up with their necessary home work during the week?
   c. Would the fatigue of ten-hour days be too much for women?
   d. What about the question of child care?

From________________________
________________________
________________________

Retain one copy of this
form for your own files

U. S. DEPARTMENT OF LABOR
WOMEN'S BUREAU
Washington

May 1944

# THE EFFECT OF REST PERIODS ON OUTPUT

The Women's Bureau Special Bulletin No. 5, "Women's effective war work requires time for meals and rest", summarizes standards for rest period. It is based on the experience of many employers and workers who have found that rest periods contribute noticeably to increased efficiency and well-being on the job. The following paragraphs give some of the specific data derived from this experience.

A well-known study by the National Industrial Conference Board revealed results of rest periods, some of which were as follows:

> Many employers contributing to the present investigation held that output, while not increased by the rest periods, was, on the other hand, not diminished. As the decrease in total working time through the introduction of rest periods varied from ten minutes up to half an hour in the different establishments, this observation, if correct, would be a strong endorsement of the practice. The marked reduction of total working time by such an apparently trivial pause was vividly set forth by a works manager, who nevertheless planned to allow rest periods to approximately 1,500 additional women machine operators soon to be employed on munition work:
>
> > We instituted rest periods of 15 minutes each during the middle of the forenoon and about three o'clock in the afternoon. As this covered 600 employees it averaged approximately 300 hours of labor a day and we were very much surprised to learn it had but small effect on the entire output. While we kept no accurate data as to actual loss in production, we are of the opinion that it amounted to very little.
>
> Among the employees reported by various firms to produce as much with rest periods as without, were clerical, textile, and laundry workers, proofreaders, employees in a grinder plant, and mica sorters.
>
> * * * *
>
> The superintendent of the rag room in a vulcanized fibre factory observed that there was an increase of production following the rest period. The general superintendent of a typewriter factory, where rest periods had been introduced after thorough time studies, reported:
>
> > Our observers have found that operators have automatically increased their speed of operation immediately following the rest period as high as 16 percent over their regular rate of speed.

Similar observations were made regarding typists by the employment manager of a gas company. He found that "they go at their work with a new vigor" after the rest periods. "Spurt follows and continues until closing time."

* * * *

Quality of work: Experience in the accounting department of a printing establishment cast an interesting sidelight on the relation of rest periods to quality of work, where prolonged and concentrated attention is required. It had been observed that work done in the last hour of the day was of little value. After the introduction of a ten-minute rest period forenoon and afternoon, there was a very marked increase in accuracy. With regard to proofreaders in another such establishment, it was reported that quality of work was "improved, but difficult to trace influence to rest periods." The superintendent of employment in a mail-order house, where 350 clerical workers have rest periods twice a day, stated: "We believe the quality of work is better."

* * * *

The employment manager of a mail-order house where 3,000 women have four rest periods a day stated:

> I consider rest periods at certain times of the day as absolutely necessary to secure a reasonable amount of human effort from the individual worker. We find that we can do more and better work with fewer employees by this method.

A very similar view was held regarding factory work by the vice-president of a company employing several hundred women on munition making, who felt that "after these periods of relaxation the workers are able to give greater concentration to the work and as a result produce a larger output during the day."

(Source: Rest Periods for Industrial Workers. Research Report No. 13, January 1919. National Industrial Conference Board. pp. 20, 22, 23, 24.)

A British study published in 1925 reports the effect of rest periods on three operations: handkerchief folding, handkerchief ironing and stamping presses. The results are summarized as follows:

> A comparison of the results obtained in the three processes shows that the introduction of the rest-pause causes in each case a distinct increase in the rate of working. In handkerchief folding the average for all the workers showed an increase of about 5 percent

> and varied from 6.5 percent in the case of worker E to 2.7 percent for worker F. In handkerchief ironing the increase in the rest-pause series amounted to 5.1, 7.8, 7.4 and 4.0 percent respectively for the four operatives, whilst in stamping presses the introduction of two authorised and expected rests caused an appreciable increase in the rate of working during the morning spell, and had a less effect in the afternoon spell (4.6 and 2.3 percent respectively). These results are very consistent and are strikingly confirmatory of those already obtained by previous investigators.

(Source: *Studies in Repetitive Work with Special Reference to Rest-Pauses*, p. 9, Medical Research Council, Industrial Fatigue Research Board, Report No. 32. London. 1925.)

An early study by the United States Public Health Service reports the following /quoted in "Work Spells and Rest Periods," *Industrial Fatigue and Efficiency.* 1921. Pages 106-107./

> A recess of ten minutes in each 5-hour spell of the 10-hour day was introduced at a munition factory, and in 11 out of the 12 operations studied it was found that the average daily output per worker increased after the recesses were put into effect. Increases amounting to 3.3 percent, 7.1 percent, and 25.9 percent were observed in women engaged in various operations, but no adequate proof is offered that these increases were not the result of increased practice. In some operations in which men of long experience were engaged, improvement of 0.9 percent and 1.1 percent were observed. In other operations, with men of less experience, the improvements were 1.1 percent and 7.9 percent. Hence the men more than made up for the daily loss of 20 minutes of working time.
>
> The 10-minute recesses were introduced into four departments of the motor car works, where an 8-hour day was in force. In some cases only one recess was adopted, and in other cases, two. There was some improvement of hourly output, but not sufficient to maintain the total output of the shift.

Comments by employers on the effects of rest periods are quoted by the National Institute of Industrial Psychology as follows:

> Few employers had attempted any measurement of the effects on efficiency of rest-pauses by using such criteria as output or health records, and results cannot easily be grouped. We consider, however, that the following specific comments are worthy of consideration.
>
> 1. "Figures comparing piece-workers' wages before and after rest-pauses were introduced showed an increase in two departments."
>
> 2. "Study of output in warehouse has shown an increase of 5 to 7 percent since rest-pauses were officially introduced; less time is wasted."

3. "Wages for piece-workers in 12 weeks after introduction of rest-pauses showed an increase on any 12 weeks before introduction of breaks."

4. "By drawing up statistics of bonus figures, falls and rises were found to be intermittent after introducing rest-pauses, but production generally improved although rest-pauses were possibly only a contributory factor."

5. "Wages of piece-workers not lost by rest-pauses."

6. "On introduction of 10 minutes' break, Trade Union suggested workers would lose, and asked for adjustment of prices, but wages have increased."

7. "Output went up 13 percent."

8. "Very good effect; greater output noticed."

9. "From efficiency records, it was shown that output had increased."

10. "Little absenteeism. 18 percent at one time."

11. "Actual gain in production after a rest-pause was introduced gauged at 5 percent. Got the same production without overtime."

12. "At one time a 10-hour day with two rest-pauses of 10 minutes were introduced, with no change in output. Then a reduction of an hour in working time was introduced and rest-pauses taken off; no output change. Finally a 45-hour week was introduced with two 10-minute rest-pauses. Still no reduction in output. Rest-pauses are very helpful as regards efficiency."

13. "Fewer absentees and a more cheerful outlook was noted at first."

14. "Statistics of output kept. Output has been well maintained."

15. "Observed that production increased for at least an hour after the pause and refreshments."

16. "Production increased."

17. "Since 1937, records of output have been kept, and it is thought that the increase observed is at least partly due to the institution of an afternoon break, but the effects of the rest-pause are difficult to assess since other changes were made at the same time, viz. 45 - instead of 48-hour week, and 5- instead of 5½-day week."

18. "Formerly, rest-pauses were taken in the employees' own time—a wasteful method. Now nine service stations each with a trolley and one or two girls arrive at nine points in the works with tea, sandwiches and cakes. All are served in 2-3 minutes, and trolleys are on their way back at once, leaving five minutes clear to eat and drink. The introduction of this organised break resulted in a 10 percent increase in the earnings of the piece-workers, while production of the works as a whole increased 17½ percent, measured in Bedaux units."

19. "Introduced as a result of an Industrial Health Research Board investigation. Output showed an increase."

(Source: *Rest-Pauses and Refreshments in Industry*, pp. 34-35.
The National Institute of Industrial Psychology, Report 8,
London. 1939.)

Dr. H. M. Vernon, in "*The Health and Efficiency of Munition Workers*," discusses the effects of rest pauses on output:

Employers were at first disinclined to introduce rest pauses because they meant a loss of working time, and therefore — they imagined — would result in a decrease of output. Supposing that two 4½-hour spells are worked and a 15-minute rest pause is taken in each of them, it means a direct loss of 5.6 percent of the total working time, even if the workers are absolutely prompt in re-starting work after the pause is ended. However, an investigation made in a number of light industries showed that in the great majority of cases the introduction of a rest led to an appreciable improvement of output, in spite of the loss of working time. When the pauses were introduced, the workers took some months to get fully adapted to the altered conditions, just as they were found to do when their hours of work were reduced. The following data show the effect observed on output when a rest (7 to 10 minutes) was intsoduced during the morning work spell (4½ hours).

| Occupation | Percentage alteration of output |
|---|---|
| Girls labelling ............................ | + 13 |
| Girls assembling bicycle chains ............ | + 13 |
| Women closing shoes ........................ | + 11 |
| Girls tying small packages.................. | + 8 |
| Girls pressing cardboard.................... | + 5 |
| Girls folding handkerchiefs ................ | + 4.4 |
| Girls working calenders..................... | + 4.0 |
| Women ironing............................... | + 0.4 |
| Women hemstitching handkerchiefs............ | - 3.4 |
| Average | + 6.2 |

Confirmatory results on the improvement of output have been obtained in other countries and other industries.

In the course of the investigation previously mentioned the employers were asked to state in general terms their opinion as to the influence of rest pauses and refreshments on efficiency, and 90 percent of them considered the effect of organized rest pauses to be good. Of the remainder, 8 percent thought that they had no effect, and 2 percent, a bad effect. The majority of the small number of unfavourable opinions came from factories where rest pauses had never been tried. In some cases it was found that the rest pauses were abused, owing to the employees prolonging the rest unduly; but if this happens in factories where refreshments are well organized and speedily supplied, it is the responsibility of the employers to enforce the time limit rigidly.

In some factories a 'rota' system of pauses is arranged, according to which individuals or groups stop work for specified periods at various times. Such a system allows a more orderly catering of refreshments, and permits the machinery to be kept running.

(Source: "Work Spells and Rest Pauses." The Health and Efficiency of Munition Workers. pp. 36-38. London, 1940.)

The effect of rest periods on different individuals is indicated in another study made by the Industrial Fatigue Research Board:

If the introduction of a rest pause is followed by a general improvement, it does not benefit all the individual workers to the same extent. This was well shown by investigating the effect produced in the groups of workers who had been classified according to age and experience.

The output of the group of 17 labellers was compared (a) during a 9-week period immediately before the introduction of the 10-minute rest pause, and (b) during a 10-week period after the rest had been in force for 10 weeks and had induced its full effect. The workers were sorted out into three classes, according to their outputs in the initial 9 weeks, and on taking averages the following results were obtained: -

The 5 quickest girls, with an initial output of 112.1, improved 8.2 percent (i. e. to 121.3).

The 6 intermediate girls, with an initial output of 100.7, improved 12.8 percent (i. e. to 113.6).

The 6 slowest girls, with an initial output of 89.2, improved 17.3 percent (i.e. to 104.6).

These data indicate that the slowest girls had a percentage increase of output which was more than twice as great as that shown by the quickest girls. The actual increase in the number of packages labelled was less striking, as it amounted to approximately 9, 13, and 15 (on the pre-rest numbers) in the three classes; but nevertheless it was quite significant. It might be thought that the slowest girls were less experienced than the quickest girls, and were on that account improving at a more rapid rate. This was not so to more than a very small extent, for the average age of the girls in the respective classes was almost the same, being 19.6, 19.1 and 19.0 years.

The groups of girls engaged in tying showed a similar, though less marked, correspondence between speed and rest pause effect, the quickest group improving 4.2 percent, the intermediate one 5.9 percent, and the slowest one, 7.2 percent. The girls engaged in assembling bicycle chains likewise showed a correspondence, and it is probable that it is one of general application.

This contention is supported by the observations of Loveday (1920), who investigated the output of six pairs of girls employed on presses for cutting leather. Four of the pairs of girls had a good output (136 to 122), and the other two pairs a poor one (106 to 84). A third girl, of unknown skill, was then added to each pair, whereby each of the three girls now composing the teams got a 20-minute rest per hour. The output of all the teams rose considerably after this plan was adopted, that of the four good teams showing a 39 percent rise and that of the two poor teams, a 63 percent rise. However, the gross improvement of output was not very different, being 51 for the good teams and 59 for the poor ones.

Why is it that the output of some workers is so poor, compared with that of others? Is it chiefly an inherent defect, or is it chiefly because the conditions of work are unsuited to them? The long 4½-hour work spells may cause such fatigue as to be partly responsible for the reduced output, and this surmise is supported, though not proved, by certain data relating to the group of 29 hemstitchers. The output of these workers was tested, not only during the 48-hour week previously recorded, but 3 months later, when they were on a 24-hour working week (8 hours for 3 days). The hourly rate of production, which was tested for 2-month periods in each case, improved considerably, but the slowest workers showed more than twice as great an improvement as the quickest ones: -

The 9 quickest women (aged 27.5) with an output of 115, improved 9.5 percent.

The 11 intermediate women (aged 25.8) with an output of 100, improved 13.2 percent.

The 9 slowest women (aged 22.9) with an output of 85, improved 21.4 percent.

The slowest workers were several years younger than the quickest ones, and therefore may have shown a greater experience effect, but this fact would not account for more than a small fraction of the observed differences.

(Source: Two Studies on Rest Pauses in Industry, Medical Research Council, Industrial Fatigue Research Board, Report No. 25, pages 13-14. London. 1924.)

3.c. Hourly efficiency

ask Mohr

Table showing relative speeds of output for different weekly hours of work recorded from seven production jobs.

Source: The Woman Engineer, Vo. V. No. 18, Spring, 1944, page 277.

| Job No. | Weekly hours of Work: Longer | Shorter | Difference | Relative hourly output or speed: On Longer | On Shorter | Gain | Rate of gain per hour decreased(f) | Gross weekly change in production |
|---|---|---|---|---|---|---|---|---|
| 1 | 58.2 | 51.2 | 7 | 23.6 | 32.8 | 9.2 | 1.31 | 305 S 22¼% |
| 2 | 54 | 30 | 24 | 33.4 | 63 | 29.6 | 1.23 | 86 S 4 3/4% |
| 3 | 53 | 50 | 3 | 36.4 | 40 | 3.6 | 1.20 | 71 S 3½ |
| 4 | 66.2 | 45.6 | 20.6 | 36 | 56.2 | 20.2 | .98 | 179 S 7½ % |
| 5 | 64.9 | 48.1 | 16.8 | 46.2 | 60.1 | 13.9 | .83 | 108 L 3½ % |
| 6 | 54 | 30 | 24 | 57 | 76 | 19 | .79 | 798 L 26 % |
| 7 | 72.5 | 54.5 | 18 | 46.4 | 59.7 | 13.3 | .74 | 110 L 3¼ % |

Note: The last column shows whether Short (S) or Long (L) hours produced most gross output, and the quantity of this increase or decrease, and its percentage of the longer week's production.

See Fig. I for graphical representation of this table.

LONG HOURS and LUNCH PERIODS, 1945

STANDARD FORM NO. 64

# *Office Memorandum* • UNITED STATES GOVERNMENT

TO : Miss McConnell DATE: February 12, 1945.

FROM : Caroline Manning

SUBJECT: Relative to an exemption of the requirement for a 30-minute lunch period to minors under 18 in the regulations established by the Secretary for the war period. Reference material submitted is underlined

I. Prevalence of meal period provisions in State laws or orders.

27 States including almost all of the most highly industrialized provide for lunch periods for women, usually of one-half an hour or more.

For yrs. Mass. & Maine have required lunch periods

Rhode Island was the last State to make such a provision in 1943. The Annual Report of the Commissioner of Labor commenting on this states "the measure has been badly needed for some time to remedy a general practice, particularly in textile mills. "* * It is significant here that the shops producing armaments scheduled a full lunch period of 30 minutes." The law calls for a 20-minute break for lunch and is described by the Labor Commissioner as "obviously insufficient."

II. Wartime recommendations by the War Department, Navy Department, Maritime Commission, Public Health, War Manpower Commission, War Production Board, Commerce and Labor were largely publicized. Included in the standards is a 30-minute meal period desirable for men and women from the standpoint of the workers' health and from the standpoint of production.

Should the Labor Department withdraw from this position it would undoubtedly be open to much criticsm.

III. Relaxation of State laws.

1. Wisconsin's experience.
   a. See letter from Maud Swett to Miss Anderson 5/11/42. pages 2 and 3 - checks in the margin indicate production declining with a shortening of the lunch period.

   b. Report of the Division of Labor Standards - Labor Law Variations in the States December 7, 1941 to December 31, 1943, page 23, indicates restrictions under which permits were granted for meal periods of less than 30 minutes. (Additional rest periods before and after lunch.)

2. New York - See typed summary of reports, - Dispensations granted by Industrial Commissioner, analyzed by Bureau of Research, Division of Women and Children. (attached)

IV. British Experience. See British Policies and Methods in Employing Women in Wartime, Page 7, indicates the importance which the British Ministry of Labor placed upon feeding. Also references to the need of eliminating short meal periods.

V. Trend in United States also indicates improvement in plant feeding during the war period. See Women Workers in Some Expanding Wartime Industries 1942, pages 21, 22, indicate attitude of management.

VI. Comments of workers and industrial nurse on the no lunch period or a very short period. See Women Workers in some Expanding Wartime Industries, page 23.

VII. Relation to Production.

a. See Study by J. Mohr in typed form. Studies of accidents, illness and production in relation to hours of work. See page 15 which quotes from "Diet and Physical Efficiency" by Haggard and Greenberg, 1935. This indicates a decrease in production as time lengthens beyond a meal period. Also a comparison of production of those having 3 meal periods with those having 5 meal periods indicates production is greater for those having the more frequent meal periods.

b. Optimum Hours of Work in Production - published by Industrial Relation Section, Princeton University. This combines the effect of rest periods with lunch periods, showing resulting gains in production with the rest periods and the danger of unbroken long work spells. References on pages 15 and 16. Discussion of meal periods on page 16.

c. Meal Period in Industry or Meals and Work - Reprint from the New York State Industrial Bulletin of September 1942. References to surveys made both in the United States and Great Britain. See pages 305 and 306.

VIII. Relation to Accidents - Reprint from New York State Industrial Bulletin, September 1942, page 306.

IX. Relation to Turnover - a. Reprint from New York State Industrial Bulletin, September 1942, page 306.
b. British Policies and Methods in Employing Women in Wartime, page 7.

X. Practice of other industries on "around the clock" schedules in providing lunch hours for employees. See letter to Captain Haugan from Mary Anderson, page 2.

References to studies of the effect of short rest pauses during work spells in the mid forenoon and mid afternoon have been made by the National Institute of Industrial Psychology, the National Industrial Conference Board and the U. S. Public Health. These are summarized in the Effect of Rest Periods on Output, May 1944. It is not always easy to distinquish the results of rest and nourishment as it is apparent in some of the studies that light food is supplied during the rest periods. However, that all combines to indicate the importance of providing lunch periods.

Main break
should be at least ½ hr
Short breaks - probably refer to mid afternoon & morning

## Meal Periods

Shorter mid-day meal breaks than was often customary are not necessarily disadvantageous from the health point of view, and the Factories Act of 1937 specified a minimum of half-an-hour. The Ministry of Labour recognise the special need for a quick and efficient canteen service where the interval is relatively short, and advise canteen managements where difficulties of this kind are found. Eating at the bench is common during short meal-breaks and while it is tending to die out during mid-day breaks it could hardly be prohibited generally on health grounds. It is prohibited in the case of some kinds of work where there is special health risk.

Ninth Report from the Select Committee on National Expenditure, Session 1942-1943, p. 19. (Government reply to Third Report "Health and Safety of Women in Factories")

## SUMMARY OF REPORTS ISSUED BY THE NEW YORK STATE DEPARTMENT OF LABOR ON THE RELAXATIONS GRANTED DURING THE WAR PERIOD OF LABOR LAWS

On page 4 - War Dispensations issued November 19, 1943, in discussing denials of requests for dispensations a statement is made.— "Seven of the denials related to the lunch period, since the New York State War Council believes that a lunch period of less than 30 minutes is too short for young boys and girls."

It has been customary to grant relaxations which permit the lunch period to be reduced frequently from 30 minutes to 20 minutes. The statement follows ~~, of course, that~~ "all the plants which receive this authorization indicated that their practice was to pay for the lunch period."; That is, if working time was 46 hours, paid time would be for 48 hours. It is apparent that such dispensations have been granted with caution and upon evidence that lunch facilities are accessible; that adequate service for quick meals are provided, etc.

1305

DRAFT

February 13, 1945

MEMORANDUM

To: Douglas B. Maggs
Solicitor of Labor

From: Katharine F. Lenroot
Chief, Children's Bureau

Frieda S. Miller
Director, Women's Bureau

You have advised us that it has been proposed to the Secretary that the provision for a 30-minute lunch period which is contained in the exemption order of November 11, 1942, which permits employment of 16- and 17-year-old girls in the production of goods subject to the Public Contracts Act provided certain specified conditions are met, be relaxed for the cotton textile industry.

We wish to place ourselves on record as opposing such action. We believe it is not justified either from the point of view of the health and welfare of the 16- and 17-year-old girls involved or from the point of view of production.

State standards

State legislation has recognized the importance of a meal period for female workers in general and to a greater extent for those under 18 years of age. Twenty-seven States, including most of the highly industrialized States, ~~provide~~ have legal provision for lunch periods for girls under 18 years of age, usually one-half hour or longer. Rhode Island was the last State to make such a legal provision, the legislative action ~~occurring~~ taken in 1943, providing for at least a 20-minute lunch period. This 20-minute break for lunch was described by the labor commissioner as "obviously insufficient," and in his annual report for 1943 he states, "This measure has been badly needed for some time to remedy a general practice, particularly in textile mills. * * * It is significant here that the shops producing armaments schedule a full lunch period of 30 minutes."

Fed. Gov. Standards

~~It is also significant that in~~ In the wartime recommendations on hours of work for maximum production made by the War Department, the Navy Department, the Maritime Commission, the War Manpower Commission, the War Production Board, the Public Health Service, Commerce and Labor Departments, included a recommendation for a 30-minute lunch period as desirable from the standpoint of the workers' health and from the standpoint of production. Insert A

It is also significant that in the wartime relaxation of State laws

A

The War Department in Civilian Personnel Circular No. 17 setting forth its policy regarding the employment of minors under 18 also specified that care should be taken to allow adequate rest periods.

permitted to work longer hours [illegible]

State relaxations

the basic laws of the State, but the provision for a lunch period has been in general held intact. An analysis of the dispensations made by New York State under the Dispensation Act relating to employment of minors under 18, no instance is found where a lunch period has been dispensed with. In fact, frequently when the length of daily hours has been extended, provision has been made for a lunch period of a full hour. Insert B

Types of Work

In a brief study of the employment of girls in the cotton textile industry made by the Children's Bureau in 1936 and substantiated by later date obtained by the Women's Bureau, the work done by the inexperienced 16- and 17-year-old girls is (generally considered to be) hard work. Although not always requiring great physical strength, the work requires break for lunch was described by the labor commissioner as "obviously insufficient," and in his annual report for 1943 he states, "This measure has been badly needed for some time to remedy a general practice, particularly in textile mills. * * * It is significant here that the shops producing armaments schedule a full lunch period of 30 minutes."

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State relaxations

It is also significant that in the wartime relaxation of State laws affecting women and minors it is apparent that seldom if ever has the provision for a lunch period been relaxed. Women and minors have been permitted to work longer hours and later at night than permitted under the basic laws of the State, but the provision for a lunch period has been in general held intact. An analysis of the dispensations made by New York State under the Dispensation Act relating to employment of minors under 18, no instance is found where a lunch period has been dispensed with. In fact, frequently when the length of daily hours has been extended, provision has been made for a lunch period of a full hour. Insert B

Type of Work

In a brief study of the employment of girls in the cotton textile industry made by the Children's Bureau in 1936 and substantiated by later date obtained by the Women's Bureau, the work done by the inexperienced 16- and 17-year-old girls is (generally considered to be) hard work. Although not always requiring great physical strength, the work requires in most instances constant standing or walking and close attention to the job. The work is performed under almost constant pressure for speed of production, either because the speed of machine operation is not subject to control by the operator, or because the wage payment is on a piece work basis, or for both reasons. The most common type of work at which 16- and 17-year-old girls were found employed was spinning and other frame tending. Other occupations carried on by the young workers were spinning frame cleaning and battery handwork. Some of the girls also weave. The importance of a lunch period is intensified by the fact that the work which these young girls perform involves considerable physical strain and constant standing and walking.

Battery hands

Health

For reasons of health of employed girls of 16 and 17 a lunch period is extremely important. As compared with older women, girls of 16 and 17 are still immature, and because they are still growing they have certain physiological needs beyond those of older workers. Their daily nutritional requirements are greater, and their need for rest is also greater than that of an adult worker. Unfavorable conditions or conditions which fail to meet the physiological needs of an immature growing girl can actually alter her course of growth, thereby affecting permanent injury on the individual. It is commonly recognized that the lack of a specific and definite lunch period commonly results in overfatigue, and is apt to cause chronic fatigue. Insert B Over-fatigue may be due

1 B Over-fatigue has a depressing action on the body functions and may seriously affect the health of the girl worker.

without relaxation or rest, the greater is the accumulated fatigue, and

Pattern found

in most instances constant standing or walking and close attention to the job. The work is performed under almost constant pressure for speed of production, either because the speed of machine operation is not subject to control by the operator, or because the wage payment is on a piece work basis, or for both reasons. The most common type of work at which 16- and 17-year-old girls were found employed was spinning and other frame tending. Other occupations carried on by the young workers were spinning frame cleaning and battery handwork. Some of the girls also weave. The importance of a lunch period is intensified by the fact that the work which these young girls perform involves considerable physical strain and constant standing and walking.

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Not only is a specific lunch period essential for the prevention of over-fatigue, but the lack of a regular period for food in the course of the working day endaggers the nutrition of the young worker as well. Irregular spacing of meal periods is not conducive to good nutrition, and a meal eaten in haste or under a sense of pressure, which is inevitable if food is taken while the operator is continuing her work, is less likely to be well digested than one which is eaten at some leisure. If no lunch period is given there may be a stretch of 10 hours or more during which the worker has no opportunity for food under appropriate conditions, since T.D. there must be added to the 8-hour work shift travel time, which often amounts to one or more hours each way.

accidents

Over-fatigue also conduces to accident. A worker physically or mentally tired is not so able to handle himself in dangerous situations, his senses are not so acute. His judgment of distances and his coordination are impaired. Insert

Production

It has been generally conceded that a lunch period breaking the shift of work is conducive to better production. A study made by Princeton University on optimum hours of work in war production in 1942 stressed the importance of adequate lunch and rest periods in maintaining a high level of efficiency, even in an 8-hour day. Tests made at Yale University show that muscular efficiency is at its lowest point before breakfast, that it rises after each meal, and slows off about 2½ to 4 hours after taking food. This is borne out by a study of average hourly production rate of operators, reported in "Diet and Physical Efficiency," by Haggert and Greenburg, which shows that the hourly out-put decreases in the 4 hours after the morning meal, rises to its highest point after the noon meal, and again decreases progressively through the afternoon.

consistently
hour after
hour

A survey of war industries made by the Women's Bureau in 1943 showed that some of the most highly important military production plants, such as small arms ammunition, artillery ammunition, and aircraft assembly plants, were operating on three 8-hour shifts, but with a provision for a 30-minute lunch period.

insert

An instance reported by the Wisconsin Industrial Commission indicates that one firm which was granted a temporary permit to allow ~~two~~ a 15-minute ~~rest~~ lunch period~~s~~ rather than the customary 30-minute lunch period was granted only on the basis that production be checked under this system against production where the 30-minute lunch period was provided. At the end of a test period, the firm reported to the Commission that they would prefer on the basis of production records to go back to the 30-minute ~~rest~~ meal period system.

We wish to reemphasize our conclusion that permission to employ 16- and 17-year-old girls in the cotton textile industry without a 30-minute lunch period is not justified, either on the basis of the health and welfare of the young workers, or from the point of view of production, and we recommend, therefore, that the request of the cotton textile industry be denied.

Miss Miller Prepared by C. B.
Revised by W. B. & copy attached

February 14, 1945

MEMORANDUM

To: Douglas B. Maggs
Solicitor of Labor

From: Katharine F. Lenroot
Chief, Children's Bureau

1st copy by C B

Frieda S. Miller
Director, Women's Bureau

You have advised us that it has been proposed to the Secretary that the provision for a 30-minute lunch period which is contained in the exemption order of November 11, 1942, which permits employment of 16- and 17-year-old girls in the production of goods subject to the Public Contracts Act provided certain specified conditions are met, be relaxed for the cotton textile industry.

We wish to place ourselves on record as opposing such action. We believe it is not justified either from the point of view of the health and welfare of the 16- and 17-year-old girls involved or from the point of view of production.

State legislation has recognized the importance of a meal period for female workers in general, and especially for those under 18 years of age. Twenty-seven States, including some of the highly important textile production States, have legal provision for lunch periods for girls under 18 years of age, usually one-half hour or longer. Rhode Island was the last State to make such a legal provision, legislative action taken in 1943 providing for at least a 20-minute lunch period. This 20-minute break for lunch was described by the labor commissioner as "obviously insufficient," and in his annual report for 1943 he states, "This measure has been badly needed for some time to remedy a general practice, particularly in textile mills. * * * It is significant here that the shops producing armaments schedule a full lunch period of 30 minutes."

In the wartime recommendations on hours of work for maximum production made by the War Department, the Navy Department, the Maritime Commission, the War Manpower Commission, the War Production Board, the Public Health Service, Commerce and Labor Departments, there was included a recommendation for a 30-minute lunch period as desirable from the standpoint of the workers' health and from the standpoint of production. The War Department, in Civilian Personnel Circular No. 17 setting forth its policy regarding the employment of minors under 18, also specified that care should be taken to allow adequate rest periods.

It is also significant that in the wartime relaxation of State laws affecting women and minors, although the provision for a lunch period occasionally has been reduced, rarely has it been eliminated. An analysis of the dispensations made by New York State under the Dispensation Act relating to employment of minors under 18 shows no instance where a lunch period has been dispensed with. In fact, frequently when daily or weekly hours have been extended, provision has been made for a lunch period of a full hour. In a report issued November 19, 1943, in discussing denials of requests for dispensations, a statement is made- "Seven of the denials related to the lunch period, since the New York State War Council believes that a lunch period of less than 30 minutes is too short for young boys and girls 16 and 17."

In a brief study of the employment of girls in the cotton textile industry made by the Children's Bureau in 1936 and substantiated by later data obtained by the Women's Bureau, the work done by the inexperienced 16- and 17-year-old girls is generally considered to be hard work. Although not always requiring great physical strength, the work requires in most instances constant standing or walking and close attention to the job. The work is performed under almost constant pressure for speed of production, because the speed of machine operation is not subject to control by the operator, because the wage payment is on a piece-work basis, or for both reasons. The most common type of work at which 16- and 17-year-old girls were found employed was spinning and other frame tending. Other occupations carried on by the young workers were spinning frame cleaning, weaving, and work as battery hands. The importance of a lunch period is intensified by the fact that the work which these young girls perform involves considerable physical strain and constant standing and walking.

For reasons of health of employed girls of 16 and 17 a lunch period is extremely important. As compared with adults, girls of 16 and 17 are still immature, and because they are still growing they have certain physiological needs beyond those of older workers. Their daily nutritional requirements are greater, and their need for rest is also greater than that of an adult worker. Unfavorable conditions or conditions which fail to meet the physiological needs of an immature growing girl can actually alter her course of growth, thereby affecting permanent injury on the individual. It is commonly recognized that the lack of a specific and definite lunch period commonly results in over-fatigue, and is apt to cause chronic fatigue. Over-fatigue has a depressing action on the body functions, and may seriously affect the health of the girl worker.

Over-fatigue may be due either to work that is too strenuous for the individual or to too long periods of uninterrupted activity. The longer that activity is continued without relaxation or rest, the greater is the accumulated fatigue, and if that accumulated fatigue is greater than can be counteracted by the night's rest, a condition of chronic fatigue develops. Lack of food at suitable intervals is a major factor in producing fatigue. Over-fatigue is also aggravated by unfavorable environmental conditions, such as noise, excessive heat, and bad atmosphere, all of which are found to some degree in the cotton textile industry.

Tuberculosis is a special health hazard for young girls. It causes twice as many deaths among boys and girls 15 to 19 than any other single disease, and the tuberculosis death rate for girls is nearly twice as high as for boys in this age group. The most effective protection for prevention of tuberculosis, aside from avoidance of exposure, is prevention of malnutrition and over-fatigue.

Not only is a specific lunch period essential for the prevention of over-fatigue, but the lack of a regular period for food in the course of the working day endangers the nutrition of the young worker as well. Irregular spacing of meal periods is not conducive to good nutrition, and food eaten in haste or under a sense of pressure, which is inevitable if food is taken while the operator is continuing her work, is less likely to be well digested than that which is eaten at some leisure. If no lunch period is given there may be a stretch of 10 hours or more during which the worker has no opportunity for food under appropriate conditions, since there must be added to the 8-hour work shift travel time, which often amounts to one or more hours each way.

Over-fatigue also conduces to accidents. A worker physically or mentally tired is not so able to handle himself in dangerous situations, his senses are not so acute. His judgment of distances and his coordination are impaired. Various studies have shown the recuperative effect of the meal hour and ability to avoid accidents. From a statistical analysis of over 2,000 industrial accidents in Illinois, made by E. S. Bogardus in studying the relation of fatigue to accidents, it was conclusively shown that there is a rise in the number of accidents during the forenoon and a decided fall after the midday break, and this is followed by another rise in the accident rate as the afternoon progresses. Many other studies give supporting evidence of this same trend.

It has been generally conceded that a lunch period breaking the shift of work is conducive to better production. A study made by Princeton University on optimum hours of work in war production in 1942 stressed the importance of adequate lunch and rest periods in maintaining a high level of efficiency, even in an 8-hour day. Tests made at Yale University show that muscular efficiency is at its lowest point before breakfast, that it rises after each meal, and gradually slows down about 2½ to 4 hours after taking food. This is borne out by a study of the average hourly production rate of operators, reported in "Diet and Physical Efficiency," by Haggert and Greenburg, which shows that the hourly out-put decreases progressively in the 4 hours after the morning meal, rises to its highest point after the noon meal, and again decreases progressively through the afternoon.

A survey of war industries made by the Women's Bureau in 1943 showed that some of the most highly important military production plants, such as small arms ammunition and artillery ammunition plants, were operating on three 8-hour shifts, but with a provision for a 30-minute lunch period. Other industries on "round the clock" production schedules have been able to keep up production while allowing regular meal periods. The aircraft industry is an example of this. Many of the large aircraft plants had a spread of 8½ hours which included 30 minutes for lunch, and the last shift had a spread of 7 hours including an allowance of a 30-minute meal period.

An instance reported by the Wisconsin Industrial Commission bears out the contention that a lunch period furthers production. A temporary permit was granted to one firm to allow a 15-minute lunch period rather than the customary 30-minute lunch period. The permit was granted only on the basis that production be checked under this system against production where the 30-minute lunch period was provided. At the end of the test period, the firm reported to the Commission that they would prefer on the basis of production records to go back to the 30-minute meal period system.

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BMcC:eah
cc: Miss Miller
Miss Lenroot
McConnell
Manning
Files

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302 machines —
20 — spraying machines
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17

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Suggestions.
Place par 4 (p1) before par 3.
" (present) par 3 (p1) after last par on p 2.

p3 - typog

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It is also significant that in the wartime relaxation of State laws affecting women and minors, although the provision for a lunch period occasionally has been reduced, rarely has it been eliminated. An analysis of the dispensations made by New York State under the Dispensation Act relating to employment of minors under 18 shows no instance where a lunch period has been dispensed with. In fact, frequently when daily or weekly hours have been extended, provision has been made for a lunch period of a full hour. In a report issued November 19, 1943, in discussing denials of requests for dispensations, a statement is made--"Seven of the denials related to the lunch period, since the New York State War Council believes that a lunch period of less than 30 minutes is too short for young boys and girls 16 and 17."

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Miss McConnell February 12, 1945.

Caroline Manning

Relative to an exemption of the requirement for a 30-minute lunch period to minors under 18 in the regulations established by the Secretary for the war period. Reference material submitted is underlined -

I. Prevalence of meal period provisions in State laws or orders.

27 States including almost all of the most highly industrialized provide for lunch periods for women, usually of one-half an hour or more.

For years Mass. & Me. have required lunch periods

Rhode Island was the last State to make such a provision in 1943. The Annual Report of the Commissioner of Labor commenting on this states "the measure has been badly needed for some time to remedy a general practice, particularly in textile mills. "* * It is significant here that the shops producing armaments scheduled a full lunch period of 30 minutes." The law calls for a 20-minute break for lunch and is described by the Labor Commissioner as "obviously insufficient."

II. Wartime recommendations by the War Department, Navy Department, Maritime Commission, Public Health, War Manpower Commission, War Production Board, Commerce and Labor were largely publicized. Included in the standards is a 30-minute meal period desirable for men and women from the standpoint of the workers' health and from the standpoint of production.

Should the Labor Department withdraw from this position it would undoubtedly be open to much criticsm.

III. Relaxation of State laws.

1. Wisconsin's experience.
   a. See latter from Maud Swett to Miss Anderson 5/11/42. pages 2 and 3 - checks in the margin indicate production declining with a shortening of the lunch period.

   b. Report of the Division of Labor Standards - Labor Law Variations in the States December 7, 1941 to December 31, 1943, page 23, indicates restrictions under which permits were granted for meal periods of less than 30 minutes. (Additional rest periods before and after lunch.)

2. New York - See typed summary of reports, - dispensations granted by Industrial Commissioner, analyzed by Bureau of Research, Division of Women and Children. (attached)

IV. British Experience. See British Policies and Methods in Employing Women in Wartime. Page 7, indicates the importance which the British Ministry of Labor placed upon feeding. Also references to the need of eliminating short meal periods.

V. Trend in United States also indicates improvement in plant feeding during the war period. See Women Workers in Some Expanding Wartime Industries 1942, pages 21, 22, indicate attitude of management.

VI. Comments of workers and industrial nurse on the no lunch period or a very short period. See Women Workers in some Expanding Wartime Industries, page 23.

VII. Relation to Production.

a. See Study by J. Mohr in typed form. Studies of accidents, illness and production in relation to hours of work. See page 15 which quotes from "Diet and Physical Efficiency" by Haggard and Greenberg, 1935. This indicates a decrease in production as time lengthens beyond a meal period. Also a comparison of production of those having 3 meal periods with those having 5 meal periods indicates production is greater for those having the more frequent meal periods.

b. Optimum Hours of Work in Production - published by Industrial Relation Section, Princeton University. This combines the effect of rest periods with lunch periods, showing resulting gains in production with the rest periods and the danger of unbroken long work spells. References on pages 15 and 16. Discussion of meal periods on page 16.

c. Meal Period in Industry or Meals and Work - Reprint from the New York State Industrial Bulletin of September 1942. References to surveys made both in the United States and Great Britain. See pages 305 and 306.

VIII. Relation to Accidents - Reprint from New York State Industrial Bulletin, September 1942, page 306.

IX. Relation to Turnover - a. Reprint from New York State Industrial Bulletin, September 1942, page 306.
b. British Policies and Methods in Employing Women in Wartime, page 7.

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It has been customary to grant relaxations which permit the lunch period to be reduced frequently from 30 minutes to 20 minutes. The statement , of course, that all the plants "which receive this authorization indicated that their practice was to pay for the lunch period." That is, if working time was 46 hours, paid time would be for 48 hours. It is apparent that such dispensations have been granted with caution and upon evidence that lunch facilities are accessible;that adequate service for quick meals are provided, etc.

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Mr. Dodson March 9, 1945.

Frieda S. Miller

Progress of Special Studies

## I. Study of Women's Performance Under Different Hours Schedules.

The Women's Bureau study of women workers' performance under different hours schedules reveals the importance of giving consideration to the personal and home demands upon women workers when establishing factory working hours schedules aimed to yield maximum output. When such consideration has not been given over an extended period, the study indicates extensive individual adjustment of their own working hours by women factory workers, to permit the performance of duties imposed by home and family and to maintain personal standards. When women become too fatigued, many stay away from work by way of self protection, while others have an increased illness rate.

The result of such response to an unsuitable factory hour schedule is a continuous series of unannounced absences. The proportion of women who lose time, the number of days time is lost and the hours lost increase as the scheduled hours prevent fulfillment of family and home obligations. This irregularity in attendance in turn interferes with an orderly production schedule in the factory. (a) When production is on a group or line basis, the production of the group decreases when one regular member of the group is not present to carry on in the accustomed speed of the group. (b) Individual production requiring skill suffers not only on the days workers are absent but, even among experienced operators, a day or more after absence may be required before the old speed is attained.

It is estimated that about two-thirds of the women production workers in factories today are or have been married. Even among single women, the majority live as members of family households. There are few boarders among the thousands of factory women interviewed in the several sections of the country. A large proportion of married women, some single women, have all or the major responsibility for household duties. Others lived with parents or other relatives who take on some of the chores. No objection has been voiced by these women to the beginning factory hours which on double shift operations, is usually 6:30 or 7 o'clock for the day shift. The real difficulty arises when the factory closing hours are extended from 3:00 or 3:30 to 5 or 5:30 so that many women do not reach home until after 6 o'clock. For the large number who have to prepare dinner this means dinner at 7:30 or 8 o'clock. When dishes were washed, there is little time left either for attention to children, recreation or for washing, ironing, cleaning or mending which many women have to do. For some women interviewed, a 10-hour day actually meant earlier retirement than a shorter day as they were "just too tired" to stay up after dinner. But for the more energetic the longer workday resulted in fewer hours of sleep. It would appear from our study that very few women war factory workers are getting eight hours rest in bed when they work a 10-hour day. The survey will reveal what the women say as to the effect of different hours schedules upon their personal health and morale and upon family life.

The immediate results are measurable by their factory attendance record. We are studying this record of individual women under a 7-1/2 to 8-hour day with no work on Saturday, a half day Saturday or a full day on Saturday. This record will be compared with that of women working on the same work in the same factory under a 9, 9-½ or 10-hour day, with a 50- 54 or 60-hour week. If under a 10-hour 55-hour schedule, the women work only 48 hours in the weeks worked, if under a 9-hour day 54-hour schedule, they work only 47 hours, as has been found in some plants, production must be compared in terms of the hours the women worked rather than the scheduled hours set by the firm. Such attendance records are proving to be a better index of the most satisfactory hours schedule for women than are the production records.

Even though only war factories that believed their production methods stabilized before the periods of hour changes studied, were considered, a careful checkup of happenings both from factory records and in personal interviews show that numerous factors, other than hours of work, are continually influencing the production curve.

Processes introduced into the factory for the first time under a war contract continue to be improved as experience is gained by management and as workers become more expert. The latest period studied tends to be the period of highest individual efficiency. Even in factories where the tasks studied have not varied materially although the part is now produced for use in war contracts, the employment of large numbers of new workers in earlier stages of war production tends to lower, not only the average efficiency, but the efficiency of experienced workers. In the later period when the mass of workers are experienced, the subjection of a few new workers to the influence of the group tends to increase their efficiency rapidly.

Many other influences upon output are revealed through discussion with individual women workers and foremen.

## II. Study of Problems of Women's Employment in the Transitional Period.

If the increase in women's employment since 1940 were evenly distributed over the United States, there would be no exceptional problems concerning women workers to be met in the transition from a war economy to a peace-time economy. The proportion of women who expect to retire from the labor market at war's end is such that the number remaining will approximate the number who would have been in the labor market had there been no war and the rate of increase of earlier decades had been repeated. However, increases in women's employment of from 60 to over 100 percent have occurred, the communities in which contracts for ammunition, airplanes, ships and parts therefor, have been concentrated. For example, in each of the major cities of the Pacific Coast women's employment has increased over 80 percent since 1940, in the Detroit-Willow Run Area 90 percent, in Muskegon County 62 percent, in Mobile, Alabama, 85 percent, in the Dayton-Springfield Area 87-1/2 percent.

The Women's Bureau survey of women war-time workers in such communities has now covered 10 war contract areas employing one million women workers in 1944-1945. These surveys reveal geographical and industrial shifts that have taken place with all their economic and social implications. The most difficult transitional period problems are found in cities in which there was little factory employment for women in 1940 with tremendous increases since Pearl Harbor. Detroit serves as a good example of such a community. The number in manufacturing increased from 48,000 to 215,000 from 1940 to 1944, with only a slight increase in women's employment in non-manufacturing industries' employment. These war manufacturing industries drew women workers from other lines of manufacture, from trade and from the services; but they drew more than half their women war employees from the ranks of women unemployed before Pearl Harbor, 37 out of every 100 from women who had been at home and 14 out of every 100 from girls who had been in school.

Three out of every four women employed in this area in 1944 expect to continue work after the war. This means there will be 100,000 more women in the labor market in the Detroit-Willow Run Area than in 1940. The number now in manufacturing who expect to continue work is 106,000 more than were employed in manufacturing in 1940. While the retirement from non-manufacturing industries will be such as to create openings for some thousands of women, many of these openings will also be sought by the 14,000 young girls entering the labor market each year from school.

The problem is difficult not only because of the numbers involved and the extent of reshifting necessary from war employments to regular civilian trade and service employments but because so many women are now dependent on themselves for support or support others. Almost seven-eighths of these Detroit Area women who expect to remain in the labor market are dependent upon themselves for support, 18 percent support others in addition to themselves. Less than a fourth have husbands who are living in the family household.

In the Dayton-Springfield Area of Ohio on the other hand, where the increase of women's employment has also been over 85 percent, manufacturing has always afforded employment for about 30 percent of women workers, many of whom remained in the same factory after it was converted to war production. To meet the increased need for women workers, these factories sought girls from other communities as did the Army Air Forces which also became a large employer of women within the area. About two in every five women workers in the Dayton-Springfield Area in the spring of 1944 came from another locality. While some came with families, the larger number were unattached women who room or board in the area. Only about two-fifths of these migrants plan to leave the Dayton-Springfield Area at the end of the war. While private employment within the area can well take care of all Dayton-Springfield women who expect to continue work, Government policy concerning the retention of women at the Army Air Force Fields will primarily determine whether the 17,000 migrant women planning to stay will have employment. These women, of course, are supporting themselves; in addition, 18 percent contribute to the support of others.

Small war-time production centers will also have employment problems. In the small industrial city of Kenosha, Wisconsin, where again women's factory employment more than doubled after Pearl Harbor, more than a fourth of all women employed in the summer of 1944 expect to stop work when the war job ends. If employment of women continued only at 1940 levels, this would leave about 700 women without jobs. As Kenosha women workers live at home and 95 percent contribute money to the maintenance of their households, the employment of this group, although small, becomes important to the families concerned. Following a recent lay-off of women workers from the largest war product factory, some were absorbed in other factories, while others had to accept employment in other towns in Wisconsin or Illinois. It would seem that migration of women from Kenosha will be necessary unless some of the expansion of its war industries is carried over to peace-time production and gives employment to more women than had previously been employed.

By comparison, the little town of Elkton, Maryland, has a serious problem ahead. A town with a population of only 3,500 in 1940, its fireworks plant alone employed over 7,500 women in 1944. These women were secured chiefly from rural and small town areas in West Virginia, Virginia, North Carolina and other States. They came from communities that had afforded no employment to girls. These young women, for five-sixths were under 30 years of age, were earning money for the first time and liking it. Half were sending money "back home." Almost four-fifths expect to continue working indefinitely although the girls know there will continue to be opportunity for very few of them in Elkton. Most of them have made up their minds as to the type of work they want to do, but where to obtain it is a question they cannot answer.

These flashes will indicate to you the variation in the problems which the Women's Bureau study reveals must be solved in reestablishing women in peace-time pursuits.

[illegible]

## QUESTIONS WHICH THE WAR DEPARTMENT WOULD LIKE TO HAVE DISCUSSED AT THE MEETING ON HOURS OF WORK

1. To what extent are plants changing from 3 shifts to 2 shifts? --why?

2. What change has occurred in daily and weekly hours and number of days per week?

3. What has been the effect of these changes on:

   (a) Total output?

   (b) Absences and turnover?

   (c) Hourly efficiency?

   (Our chief interest at this time is in total output).

cumulation

4. How long can an increased level of output be maintained at longer daily and weekly hours?

not filing claims for rest
forfeiting

5. Are somewhat longer daily hours (9, 9½ or 10) preferable to night shift operation from a production standpoint at this stage of the war?

6. Is a longer weekend break preferable to the 8-hour day? 5 - 9
6 - 8

7. What attitude would State officials adopt to a change from present schedules (8 - 48 - and 6) to 9, 9½ or 10 - 54 - and 5½ or 5 days a week, with night shifts eliminated?

STANDARD FORM NO. 64

# *Office Memorandum* • UNITED STATES GOVERNMENT

TO : The Staff DATE: April 4, 1945

FROM : Miss Miller

SUBJECT:

The attached STATEMENT ON EXPERIENCE WITH VARIOUS SCHEDULES OF HOURS is issued on U. S. Labor Department responsibility but it has been discussed with those present at the conference called March 15th to consider the advisability of amending the RECOMMENDATION ON HOURS OF WORK FOR MAXIMUM PRODUCTION.

It must be remembered that this discussion was initiated because of a sense that certain extreme emergencies should be faced and you will note that the emphasis here is on emergency production problems.

By no means should this be regarded as a regular operating procedure, and this in no way supersedes the previous standards set forth in RECOMMENDATION ON HOURS OF WORK FOR MAXIMUM PRODUCTION.

This statement is for your information only and not for distribution.

U. S. DEPARTMENT OF LABOR
Washington, D. C.

April 2, 1945

# STATEMENT ON EXPERIENCE WITH VARIOUS SCHEDULES OF HOURS OF WORK IN WAR PLANTS

In striving to attain the greatest possible production in the period since Pearl Harbor, a great body of experience with various schedules of working hours has developed in war plants in many industries throughout the country.

Efforts to achieve maximum production by round-the-clock operation with three 8-hour shifts have been consistently maintained, and there has been general agreement that this is the schedule that approximates the greatest production.

Round-the-clock, steady operation has, however, always presented difficulties connected with maintenance, repair, and labor supply problems. As manpower shortages have developed, it has become increasingly difficult adequately to staff third shifts, and even second shifts in some cases. Some plants have for these reasons changed from three shifts to two, and have tried to compensate for production lost in abandoning a shift by lengthening daily hours to 9, 9½, or 10 and weekly hours to between 50 and 55. A number of arrangements have been tried, often consecutively in the same plant, in an effort to find those schedules which will keep absences and turnover at a minimum and produce the greatest volume of output. In this process the 6-day week has been replaced to some extent by the 5½-day week or the 5-day week. On the other hand, during temporary emergencies 7-day weeks have been resorted to. Up to a point, longer weekly hours have increased total output, although hourly efficiency generally declines after 8 hours a day or 6 days a week.

Departures from the principle of the 8-hour day 6-day week have been to some extent inevitable all along. Conflicts with standards set by State laws for women and minors have been handled by obtaining permits from State labor departments on a case-by-case basis. In practically all States having such legislation - and this includes all the principal industrial States - relaxations have been granted by State labor departments on showing of need, and to the extent required. In general, war production has not been impeded by the State labor laws, which have been preserved on the statute books and will resume their full force and effect when the war emergency is ended.

These limited relaxations have proved effective - for the reason that management has been spurred to get out production in the shortest possible time, has been impelled to study the problems of hours and shifts critically, and has been able to secure needed relief when specific tasks required extra hours. This system has tended to maintain normal hours schedules, which, it is generally agreed, are the most productive for the long pull and are best adapted to women and to minors and older persons of both sexes who constitute an increasing proportion of the work force and the bulk of the labor reserves. The 8-hour day schedule is also best adapted to full utilization of the supervisory force which has had to be spread thin at a time when expansion and changing processes mean a constant challenge and a growing burden.

In their close cooperation with managements and with regional representatives of the procurement agencies in dealing with the problem of adapting State labor laws to the exigencies of war production in certain plants, State labor departments have accumulated much valuable experience and are equipped to give practical advice and suggestions to other plants. Managements contemplating changes in schedules might well confer with the appropriate State official.

In reviewing the experience of the past 3 years, officials of both State and Federal labor departments and of the procurement agencies agree that the hours and shift arrangements must be devised on a plant-by-plant basis to suit the character of the available labor supply, the pattern of community facilities, and the production schedules and requirements. As conditions change, new arrangements must be instituted. No generalizations can take the place of experimentation and study of the effects of different work schedules in each plant. Consultation with employees or their representatives should precede changes in hours schedules and shift arrangements.

Wide variations in the absence rates and the turnover rates of plants on similar hours schedules, whether short or long, indicate the extreme importance of labor relations and personnel practices in keeping workers on the job. Tremendous spurts in production have been achieved when management and labor fully appreciated the emergency needs which occasioned a temporary increase in scheduled hours of work or days per week. Conversely, it has been demonstrated that the indiscriminate removal of restrictions and lengthening of work schedules do not produce good results: absenteeism mounts, hourly efficiency drops, total output lags.

At this stage in the war effort when manpower shortages are making more and more difficult the manning of third shifts, or in some cases second shifts, many plant managements are considering abandoning those shifts and are giving consideration to alternatives. The following observations, derived from plant experience as reported by State labor commissioners in several industrial States in connection with the granting of relaxations of State labor laws seem pertinent:

1. Two 9-or 10-hour shifts for 5 days a week, or at most 5½ days a week, have been found to work as well or better than 6 days of 8 hours each for three shifts, two of which are undermanned. The desirability of the two-shift schedule depends upon the nature of the industries, the kind of work done, transportation arrangements, and the available labor. In some cases two shifts of 5 hours each for women have proved advantageous.

2. Women generally prefer the 5-day week, because 2 days off each week enables them to attend to personal and family business, as well as to get needed rest and recreation.

3. In view of the fact that increasing reliance must be placed on women in many war industries, and because their work in the plants cannot be separately organized, the schedule which is most efficient for women tends to become the plant schedule.

4. Both men and women consider travelling long distances to work a half day unreasonable. Therefore where transportation difficulties or long travel time obtain, the 5-day week has been found almost as productive as the 5½-day week.

5. Six full 10-hour days are not generally deemed efficient by management, labor or State officials.

Miss Miller

Suggestions for the Sec. - R: Mrs Morrow's complaint of pressure for excessive relaxations

jm

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Suggested letter to Secretary of War and Secretary of Navy

From The Secretary of Labor

Considerable concern is being expressed by state officials and by others interested in the most efficient operation of war production plants over the insistent demands for relaxation of state laws which would permit the employment of women for excessively long hours continuing over long periods of time. I am certain that neither the Army nor the Navy would sanction requests for a 66-hour week or for a 10-hour day, 70 hours a week for 3 months or one for 12 hours a day 84 hours a week, but over zealous individuals in these organizations do not seem to be aware of the standards for maintaining sustained efficiency approved by the Army and the Navy together with other government agencies in September 1942.

I sense your problem and the deep concern which drives your people for optimum production and in addition I know how strong is the desire of a great number of women to make maximum production in order to contribute their bit to the war effort.

The pressing need of increased production is unquestioned but our experience has been that absenteeism and turnover go hand in hand with long work schedules and do not contribute to efficient operations.

Our experience is not based on theory but a realization of facts come to by the hard way. Without an understanding management even with the best of equipment the human factor may react to the disadvantage of production.

Illustrative of this is an incident which occurred very recently while the Director of the Women's Bureau was visiting a textile mill engaged in war orders. The superintendent was most apologetic over the fact that about one-third of the looms stood idle. "We tried running outrageous hours last week so the workers are out this week."

Attached are extracts and references to various reports which are indicative of some of the consequences of long hours.

## Comparison of Conditions under Varying Work Hour Schedules

Women's Bureau, U. S. Department of Labor

In seeking plants for this study, now in progress, for comparison of conditions under long and short hours it has been the experience of the Women's Bureau that units operating 60 hours for women over any period of time are practically non-existent and as a rule the schedule has not exceeded 55 hours and even these are not numerous.

Intensive study of a number of plants shows attendance decreases so materially under a 10-hour day and 55 hour week as to make it uneconomical. The records of one factory, that had had work schedules of a 48 hour week and a 55 hour week showed that the proportion of women workers losing time, the average number of absences and the actual hours absent each increased under the 55-hour schedule.

The total man-hours lost per 100 man hours was 8 under the 48-hour schedule and over 13 under the 55 hour schedule. This higher rate of absenteeism occurred in each occupation and on both day and night shifts. A third of the women lost no daily time in the 48-hour period; this proportion was reduced to a fifth under the 55-hour week. The result was that the schedule of 55 hours was reduced by absenteeism to 48.2 hours per woman.

The major purpose of increasing hours of work from 48 to 55 a week was to secure a much needed increase in output in a tight labor market. Women were fully aware of the war need for their production. Nevertheless, they were not machines that could run longer hours and be repaired more frequently. After six months trial on the longer 55 hour schedule these women had adjusted their work schedules to conflict less seriously with their personal and family needs, and from the point of view of the individual this self-determined 48-hour week instead of the nominal 55 hours permitted personal needs to be met.

In this same plant another comparison with similar results was made limiting it to the few hundred who worked in each week of the two periods studied. This most stable group averaged 49.1 hours under the 55-hour schedule. The practice of staying away a half day or less during the week spread to a larger number of workers as the hours were increased.

Production records under a 48 hour and a 55 hour schedule were available in this plant for a group of stator winders with long experience. The number of winders was increased in the second period under the 55-hour week so that there was a total increase of 41 percent in possible man hours instead of the prescribed increase of 14.6 percent had the number of women continued the same. However under pressure of overlong hours the winders themselves reduced actual hours worked to a point where the increase in such hours equaled only the increase in the number of workers. They maintained the same level of production in the second period as in the first. The result was an increase in total production equivalent only to the increase in staff.

A further analysis was made of the records of 60 experienced armature winders long with the firm, because they had lost less time than the entire group. In this case it was possible to compare records on a 40-hour schedule

as well as on the 48 and 55 hour schedules and again it was apparent this stable group of women had made adjustments in hours to suit their personal needs.

The proportion of these women losing time doubled under the 8-48 hour schedule in comparison with the 40 hour week and continued to increase under the 10-55 hours. The average number of absences per worker trebled under the 48 hour week and continued to increase as the hours increased. To sum up this record, the hours lost per 100 man hours of work were 4 under 8-40 hours, 5.4 under 8-48 hours and 7.3 under 10-55 hours. Under the 40 hour week 70 percent of the women lost no time whatsoever. This dropped to less than 40 percent under the 48 hour week and to 34 percent under the 55 hour week.

Study now in progress of records in another plant that operated on a 60 hour and then a 48 hour week also showed a marked improvement under the shorter hours.

One must reckon with the fact that about two-thirds of women production workers are married which complicates both working and living problems. Single women also carry household responsibilities for among a few thousand factory women interviewed recently there were few boarders. Individuals adjust their own work hours to permit performance of duties imposed by home and family and to maintain personal standards. If too fatigued, they also stay away in self protection while others have increased their illness rates.

The following are a few comments made by some of the women workers on the effect of the 10-hour day.

"Let down about 4:30 and 'just fussed around.' Whole shift did the same and only pretended to be busy. Did not produce enough additional work on a 10-hour day to pay."

"My production was much lower on a 10-hour day."

"Left because of 10-hour day being too hard. Could not do anything about the house."

"More rejects since working long hours."

"Much more time wasted on the 10-hour schedule. Girls stayed on the job better under 8 hours."

"Studies of the Effects of Long Working Hours" 1944.
Bureau of Labor Statistics, U. S. Department of Labor

This Department of Labor study also indicates much the same trend as that disclosed by the study of the Women's Bureau. "In general over an extended period of time workers produced less per hour when schedules were raised above 40 hours per week." The study found "that lengthening of daily hours beyond 8 usually eliminated the mid-week production peak. When daily hours were increased to 10, with a 2-day weekend, this peak disappeared and one day's production was about as good as any others. When a 6th day was added the entire level dropped."

"Wartime Working Hours" February 1943

New York State Department of Labor

This reports the results of a survey of employers' opinion of 140 companies having two million employees. This discloses that 68 percent favored 48 hours or less. The experiences of New York firms which had received dispensations from the New York State Labor Law and of plants which have utilized the 10-hour shift but no longer use it, show the effect on production in terms of increased mistakes, absenteeism and quits. The report lists the experience of firm after firm indicating a preference for the short-hour week. Bell Aircraft in renouncing plans for the 10-hour shift gave as one of the six major reasons, the anticipation of hardship, inefficiency and increased absenteeism especially among women who constituted 58 percent of the company's labor force.

In other sections of the country, airplane managements including Lockheed, Douglas and Consolidated-Vultee all opposed the institution of the 10-hour day in their plants. Consolidated-Vultee reported a very discouraging experience with the 10-hour day with fatigue in 4 weeks reducing 10-hour production to that of the 8-hour shift. It also reported that absenteeism and turnover increased in the 10-hour departments.

In May 1944 the New York State Department of Labor made an investigation to find out what use was being made of the dispensations from the labor law that had been granted by the Industrial Commission in the interests of war production. Although the 54 hour week was by far the most usual dispensation some so-called restricted dispensations limited the number of hours in excess of 48 in a 4-weeks period to 12 hours.

Of 290 plants with permission to employ women workers for more than 48 hours, 56 were making no use at all of their dispensations at the time of the survey and only 14 plants were making full use of the dispensation. Of the 63,089 women who were permitted to work longer than 48 hours, two-thirds were working at or below the peacetime standard and fewer than 20 percent worked the full hours requested by the employer.

"Employers generally agreed that while long hours were necessary in emergencies, a work week of longer than 48 hours had an adverse effect on hourly rate of production, quality of work, absenteeism, turnover and accidents."

"The Ten-Hour Working Day in Factories" 1943

Department of Manufacture, Chamber of Commerce of the United States

This report contains the following statements: "All who are concerned with this problem admit that production can not be proportional to hours worked, because men get tired, bored, do less and not as well as the day and total production period lengthens. Not only does output fail to increase proportionately with hours but it is frequently reduced." "Over a third of the companies canvassed reported that production was proportionately less on the 10-hour shift."

## British Experience

1. "Hours of Work in Wartime"

Industrial Welfare and Personnel Management. 1939
Dr. H. M. Vernon.

This reports the production record of about 100 women employed as lathe operators. Their output was collected over a period of 93 consecutive weeks, during the first 24 of which they were on the 75-hour week, during the next 28 weeks on the 63½-hour week, and during the remaining 41 weeks on the 55½-hour week. The timekeeping of the women was not good, owing largely to the fatigue entailed by their labors so that the actual work hours in these three periods fell considerably short of the normal hours. Actual working hours were respectively 66.0, 54.4 and 47.5 in the order of the three periods above listed. While working 66 hours production was 108, but on the reduced schedule of 47.5 hours production increased to 169 per hour.

2. "Report on Welfare and Health in Relation to Hours of Work and Output in Wartime." 1940

British Association for Labor Legislation.

A case history of the output of men engaged in heavy work which was not mainly controlled by machine processes showed an increase in production as the long hour schedule for work decreased.

| | Average Weekly Hours | | Relative Hourly Output | Relative Total Output |
|---|---|---|---|---|
| | Hours fixed by Management | Actual Hours Worked | | |
| First period | 66.7 | 58.2 | 100 | 100 |
| Second period | 62.8 | 50.5 | 122 | 106 |
| Third period | 56.5 | 51.2 | 139 | 122 |

# German Experience

International Labor Review August 1943

Dr. T. Hupfauer

In Germany also it has been found that a return to shorter more normal hours--8 or 9 per day--increases output. Moreover they have learned that the effectiveness of increased hours is nullified by absenteeism and loss of time, and there was considerable discrepancy between hours of presence and scheduled hours of work in the excessive work day. One concern which reduced hours from 10 to 8 found that illness fell 8 percent, absenteeism was greatly reduced and actual work time almost coincided with regulation work hours. They found that the long working day made the granting of relatively longer rest periods indispensable.

UNITED STATES DEPARTMENT OF LABOR
FRANCES PERKINS, Secretary
WOMEN'S BUREAU
MARY ANDERSON, Director

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# Women Workers in Some Expanding Wartime Industries

## New Jersey, 1942

Bulletin of the Women's Bureau, No. 197

UNITED STATES
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## LETTER OF TRANSMITTAL

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UNITED STATES DEPARTMENT OF LABOR,
WOMEN'S BUREAU,
*Washington, June 4, 1943.*

MADAM: I have the honor to transmit a report of the first survey of war's effect on women and women's employment in a cross section of war industries ranging from the manufacture of wool and clothing to the manufacture of explosives and technical instruments. While the survey covers industries in one State, it reflects the changes taking place throughout industry and the effect of good and poor conditions of employment and personnel policies on the morale of women war workers.

During the course of this survey employers were kept informed of conditions found and cooperation in securing corrections was excellent.

The field survey was under the direction of Caroline Manning and the report was written by Dorothy K. Newman and Miss Manning. Margaret Mettert prepared the summary of hazards.

Respectfully submitted.

MARY ANDERSON, *Director.*

HON. FRANCES PERKINS,
*Secretary of Labor.*

## CONSTRUCTIVE IMPORTANCE OF THE SURVEY

The New Jersey survey here reported was made in the summer of 1942, when firms were experiencing the throes of tremendous expansion to meet the pressure for war production. At that time a few companies had not devoted much thought or effort to the plant conditions that contribute to human efficiency. Since then there has been great improvement in these matters, as evidenced by the following excerpts from letters of employers to the Women's Bureau.

These tell of new buildings occupied, of specific conditions remedied, and of a general understanding of the importance of human satisfactions in a successful prosecution of the war.

> You may be interested to know that our new building is in partial operation and we expect to have it in full operation within the very near future.
>
> I am glad to report that our new enlarged hospital-room facilities have been taken care of and have been in use for some time now. Other alterations and extensions under construction and revamping when you were here have also been completed.
>
> A survey of our lunch-wagon service is being made, the results of which will be analyzed and corrective measures taken to insure improvement along these lines.
>
> You may be assured that we are correcting the crowded toilet conditions as rapidly as possible.
>
> The pressure of the war program prevents our complying with many excellent ideas as promptly as we would like, but I am sure you will be glad to know that we are carrying through with the matron suggestion beginning next week.
>
> Most of the unsatisfactory conditions reported have already been corrected.
>
> You will be interested to know that we are going to carry out the constructive suggestions to the best of our ability.
>
> You gave us several very constructive suggestions and it has been a pleasure on our part to follow these instructions. On another visit you will find a marked improvement in the handling of the matters that were brought to our attention.

# WOMEN WORKERS IN SOME EXPANDING WARTIME INDUSTRIES—NEW JERSEY, 1942

## I. SCOPE AND CHARACTER OF THE SURVEY

Army uniforms, communication equipment, chemicals—in fact, myriads of manufactured products—go into battle just as do planes, guns, bombs, and tanks. Many other articles play an essential part behind the lines. Every branch of American industry is contributing directly or indirectly to the war effort either through the continued manufacture of all or part of its peacetime products or by conversion of plant to meet special war needs.

With this in mind the Women's Bureau in the summer of 1942 undertook a survey of women workers in a cross section of industries represented by 137 plants devoting 50 percent or more of their production to war-contract work. All are in New Jersey, and well over half are engaged in war work alone. One of the most highly industrialized and economically diversified States in the country, New Jersey holds fifth place in the employment of women in factories. Woman-employing industries that are especially important there, such as apparel manufacture and the production of electrical equipment and machinery, are now using women in increasing numbers, while industries ordinarily chiefly male-employing are taking women on in jobs they have never before filled. This is in response to the need for meeting war contracts that by June of 1942 amounted in New Jersey to well over four billion dollars, and meeting them in a labor market that is fast losing available male reserves. The New Jersey situation, besides being vital in itself, reflects the important changes that are occurring in industrial employment throughout the country.

The majority of the plants visited had reached volume production before Pearl Harbor and many were manufacturing war materials in considerable quantity even before the fall of 1940, a year after the war began in Europe. Four of the factories were built expressly for war work and in all but 21 of the rest major adjustments had been made in plant or machinery. Most adaptations of plant facilities consisted in the introduction of new machinery or equipment, the addition of a new building or buildings to existing structures, the accession of floor space or full utilization of heretofore idle floor space.

Physical conversions in plant were only occasionally the result of important changes in process requiring different machinery and extensive change-over in technique. Actually, only one in six of the firms visited, more than half of them in ordnance manufacture alone, are now producing materials substantially different from those made before the war.

The plants visited reported the employment in the summer of 1942 of 233,014 workers, 68,607 of them, or nearly 3 in 10, being women. They fall into 14 main industrial classes, as listed in table 1, ranging all the way from the usual civilian activities of textile and apparel manufacture to the production of ammunition, gun parts, and other ordnance accessories.

TABLE 1.—*Number of plants visited, number of persons they employed, and number of home visits made by Women's Bureau agents, by industry*

| Industry | Plant survey | | | | Home visits | |
|---|---|---|---|---|---|---|
| | Number of plants visited | Employees | | | Number of plants represented | Number of home visits |
| | | Total number | Women | | | |
| | | | Number | Percent of total [1] | | |
| All industries | 137 | 233, 014 | 68, 607 | 29. 4 | 138 | 696 |
| Aircraft engines and propellers | 3 | 37, 086 | 3, 314 | 8. 9 | 2 | 10 |
| Ammunition, gun parts, and other ordnance accessories | 15 | 21, 538 | 5, 544 | 25. 7 | 14 | 54 |
| Apparel and other fabricated textile products | 27 | 7, 913 | 5, 451 | 68. 9 | 31 | 156 |
| Chemicals and drugs | 5 | 9, 243 | 1, 296 | 14. 0 | 5 | 21 |
| Electrical products | 37 | 79, 506 | 30, 654 | 38. 6 | 36 | 197 |
| Communication equipment | 18 | 56, 232 | 26, 034 | 46. 3 | 18 | 121 |
| Motors, generators, and other electrical products | 10 | 10, 768 | 3, 217 | 29. 9 | 10 | 46 |
| Wire and cable | 9 | 12, 506 | 1, 403 | 11. 2 | 8 | 30 |
| Instruments, professional, scientific, and other | 9 | 22, 196 | 7, 483 | 33. 7 | 9 | 36 |
| Machines and machine tools | 4 | 4, 664 | 815 | 17. 5 | 5 | 26 |
| Metal parts, small | 9 | 12, 298 | 2, 030 | 16. 5 | 7 | 29 |
| Plastic products | 3 | 2, 252 | 572 | 25. 4 | 3 | 17 |
| Rubber products | 4 | 7, 432 | 1, 231 | 16. 6 | 3 | 15 |
| Textile-mill products | 8 | 13. 702 | 6, 988 | 51. 0 | 9 | 82 |
| Miscellaneous | 13 | 15, 184 | 3, 229 | 21. 3 | 14 | 53 |

[1] Percent of women in these industries, especially aircraft engines and propellers, has increased materially between date of survey and that of publication.

The men in the surveyed firms were productive workers in somewhat larger proportions than the women, though even among the latter only 16 percent worked in the office as compared with 84 percent employed in the factory. In the separate industries the proportions in factory and office varied widely. For example, nearly a third of the women in chemicals and drugs, nearly two-fifths in machines and machine tools, and well over two-fifths in the aircraft engine and propeller firms surveyed were office force. On the other hand, almost all the women in clothing plants and textile mills were factory workers. In only four industries were over 10 percent of the men in the office: in the communication-equipment firms, more than 20 percent were office personnel, exceeding even the proportion of women in the office.

To supplement the industry investigation, 696 women workers in 138 factories (most of the plants identical with the 137 surveyed) were visited in their homes. Information was secured from these women concerning conditions outside the plant that influence their effectiveness as employees; for instance, the extent of their household duties and the way in which they provide for their children's care during working hours. Insight was secured also into their attitudes toward such job conditions as night work, overtime, rotation of shifts, the

TABLE 2.—*Employment of women and of men in factory and office, by industry*

| Industry | Total number of plants | Total number of employees | Women |  |  |  |  | Men |  |  |  |  |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
|  |  |  | Total number | In factory |  | In office |  | Total number | In factory |  | In office |  |
|  |  |  |  | Number | Percent | Number | Percent |  | Number | Percent | Number | Percent |
| All industries | 137 | 233,014 | 68,607 | 57,717 | 84.1 | 10,890 | 15.9 | 164,407 | 143,769 | 87.4 | 20,638 | 12.6 |
| Aircraft engines and propellers | 3 | 37,086 | 3,314 | 1,812 | 54.7 | 1,502 | 45.3 | 33,772 | 28,043 | 83.0 | 5,729 | 17.0 |
| Ammunition, gun parts, and other ordnance accessories | 15 | 21,538 | 5,544 | 4,806 | 86.7 | 738 | 13.3 | 15,994 | 14,638 | 91.5 | 1,356 | 8.5 |
| Apparel and other fabricated textile products | 27 | 7,913 | 5,451 | 5,323 | 97.7 | 128 | 2.3 | 2,462 | 2,372 | 96.3 | 90 | 3.7 |
| Chemicals and drugs | 5 | 9,243 | 1,296 | 870 | 67.1 | 426 | 32.9 | 7,947 | 7,377 | 92.8 | 570 | 7.2 |
| Electrical products | 37 | 79,506 | 30,654 | 25,697 | 83.8 | 4,957 | 16.2 | 48,852 | 41,160 | 84.3 | 7,692 | 15.7 |
| Communication equipment | 18 | 56,232 | 26,034 | 21,931 | 84.2 | 4,103 | 15.8 | 30,198 | 23.585 | 78.1 | 6,613 | 21.9 |
| Motors, generators, and other electrical products | 10 | 10,768 | 3,217 | 2,799 | 87.0 | 418 | 13.0 | 7,551 | 7,068 | 93.6 | 483 | 6.4 |
| Wire and cable | 9 | 12,506 | 1,403 | 967 | 68.9 | 436 | 31.1 | 11,103 | 10,507 | 94.6 | 596 | 5.4 |
| Instruments, professional, scientific, and other | 9 | 22,196 | 7,483 | 6,545 | 87.5 | 938 | 12.5 | 14,713 | 13,366 | 90.8 | 1,347 | 9.2 |
| Machines and machine tools | 4 | 4,664 | 815 | 501 | 61.5 | 314 | 38.5 | 3,849 | 3,316 | 86.2 | 533 | 13.8 |
| Metal parts, small | 9 | 12.298 | 2,030 | 1,447 | 71.2 | 583 | 28.7 | 10,268 | 9,131 | 89.0 | 1,137 | 11.1 |
| Plastic products | 3 | 2,252 | 572 | 454 | 79.4 | 118 | 20.6 | 1,680 | 1,565 | 93.2 | 115 | 6.8 |
| Rubber products | 4 | 7,432 | 1,231 | 909 | 73.8 | 322 | 26.2 | 6,201 | 5,641 | 91.0 | 560 | 9.0 |
| Textile-mill products | 8 | 13,702 | 6,988 | 6,703 | 95.9 | 285 | 4.1 | 6,714 | 6,400 | 95.3 | 314 | 4.7 |
| Miscellaneous | 13 | 15,184 | 3,229 | 2,650 | 82.1 | 579 | 17.9 | 11,955 | 10,760 | 90.0 | 1,195 | 10.0 |

lunch period, and the like. The pre-war employment status of these women was obtained, that some light might be shed on the extent of in-migration among women and the source of the expanding woman war labor force in the area.

Employers, especially those hiring women for the first time, were eager for suggestions on specific situations in their own factories. Repeatedly during the plant visits the conversation turned to occupations suitable for women, not only those on which they were already employed or had replaced men, but occupations that offered possibilities of expanding the employment of women. In more than 50 plants jobs were indicated in which women had worked with success elsewhere and in which their employment had already passed the experimental stages.

The following is a summary of topics on which special recommendations with regard to conditions seemed called for and were made:

| | *Number of plants* |
|---|---|
| Night work; rotation of shifts; hours in general | 56 |
| Lunch periods; rest periods | 46 |
| Aisles, stairs | 19 |
| Ventilation | 11 |
| Safety | 20 |
| Safety clothing | 15 |
| Seats | 20 |
| Job strains | 19 |
| Service facilities: | |
| Wash rooms | 38 |
| Lunch and food facilities | 29 |
| Rest rooms | 27 |
| Matrons | 10 |
| Drinking fountains | 6 |

# II. EFFECT ON WOMEN'S EMPLOYMENT OF THE SHIFT FROM PEACETIME TO WARTIME PRODUCTION

## Changes in the number and proportion of women.

Industrial employment in New Jersey has increased by well over one-half (53 percent) since the beginning of 1940. Women account for an estimated two-fifths of the increase, with approximately 115,000 additional workers up to early in 1943. Some industries, such as automobile, apparel, and textile manufacture, lost personnel, while four industry groups—transportation other than automobile but including aircraft, electrical, machinery, and chemical—absorbed nearly nine-tenths of the new workers. All four of these groups are represented in the Women's Bureau sample.

Firms primarily engaged in war work, such as those covered in this survey, would be expected to show more than the average increase in employment. This is actually the case and to a marked degree. With the use of employment figures published in the Industrial Directory of New Jersey of 1940–41, it has been been possible to estimate the proportion of increase in employment of women and of men between 1940 and the summer of 1942 in 128 identical plants. Total employment in these plants increased in this period by as much as 88 percent, women's employment alone by more than 100 percent. Most of the increase in women's numbers, as distinct from the percent of increase, occurred in communication equipment, instruments, ordnance, aircraft engines and propellers, and apparel, in that order. The rise in total women employed in the communication-equipment industry accounted for two-fifths of the entire increase of women in the sample. Though the numbers involved in chemicals and drugs and in the manufacture of small metal parts are not great, it is nevertheless significant that the percentage increases among the women employed there are exceeded only by that in aircraft engines and propellers. These are, all three, industries in which women have made amazing inroads since 1940. Women grinding- and milling-machine operators; store-room clerks; foreladies; and lathe, drill-press, and bench machine workers, show especially marked proportions of increase. Women assemblers, inspectors, and miscellaneous hand workers on process, however, have made the largest net gain in numbers.

Twenty-two of the 137 plants visited are employing women for the first time because of the war emergency. These 22 plants, representing fewer than a dozen industries, alone account for the recent employment of more than 6,000 women in New Jersey.

Though women are making great strides, men continue to predominate in numbers. For example, the men show a net gain in the sample plants more than twice that of women, though their proportion of increase is lower. In aircraft engines and propellers and com-

TABLE 3.—*Percent of increase from 1940 to summer of 1942*[1] *in numbers employed by 128 identical plants holding war contracts, by industry*

| Industry | Number of plants | Percent of increase in numbers employed | | |
|---|---|---|---|---|
| | | Total | Women | Men |
| All industries | 128 | 87.8 | 101.6 | 82.7 |
| Aircraft engines and propellers | 3 | 171.7 | 427.7 | 159.3 |
| Ammunition, gun parts, and other ordnance accessories | 15 | 98.6 | 146.3 | 86.1 |
| Apparel and other fabricated textile products | 22 | 77.9 | 103.1 | 40.9 |
| Chemicals and drugs | 5 | 85.1 | 195.9 | 74.4 |
| Electrical products | 37 | 86.8 | 111.2 | 74.2 |
| Communication equipment | 18 | 107.9 | 114.0 | 102.9 |
| Motors, generators, and other electrical products | 10 | 137.8 | 142.8 | 135.7 |
| Wire and cable | 9 | 13.9 | 36.5 | 11.6 |
| Instruments, professional, scientific, and other | 9 | 100.2 | 146.0 | 82.9 |
| Machines and machine tools | 3 | 61.8 | 55.9 | 62.9 |
| Metal parts, small | 6 | 105.0 | 166.1 | 96.8 |
| Plastic products | 3 | 7.9 | 38.2 | .4 |
| Rubber products | 4 | 30.3 | 72.2 | 24.3 |
| Textile-mill products | 8 | 6.5 | 7.3 | 5.7 |
| Miscellaneous | 13 | 118.9 | 111.7 | 120.9 |

[1] Figures for 1940 are from the Industrial Directory of New Jersey, 1940–41, compiled by New Jersey Bureau of Statistics and Records, State Department of Labor, Trenton, N. J. Figures are for the average number of employees, adults and minors. For numbers in plants in summer of 1942 figures are those secured by Women's Bureau agents from plant officials.

munication equipment alone, the additional men employed since 1940 number more than the increase in all women together. The percent of gain among the men is greatest in aircraft engines and propellers and in the manufacture of motors, generators, and miscellaneous electrical products.

In spite of their expanding number, men's proportional importance in the firms visited has been declining; in fact, the ratio of women to

TABLE 4.—*Proportion of women in 128 identical plants holding war contracts, 1940 and summer of 1942,*[1] *by industry*

| Industry | Number of plants | Percentage of women among total employees | | |
|---|---|---|---|---|
| | | In 1940 | In summer of 1942 | Increase (number of points) |
| All industries | 128 | 27.3 | 29.3 | 2.0 |
| Aircraft engines and propellers | 3 | 4.6 | 8.9 | 4.3 |
| Ammunition, gun parts, and other ordnance accessories | 15 | 20.8 | 25.7 | 4.9 |
| Apparel and other fabricated textile products | 22 | 59.6 | 68.0 | 8.4 |
| Chemicals and drugs | 5 | 8.8 | 14.0 | 5.2 |
| Electrical products | 37 | 34.1 | 38.6 | 4.5 |
| Communication equipment | 18 | 45.0 | 46.3 | 1.3 |
| Motors, generators, and other electrical products | 10 | 29.3 | 29.9 | .6 |
| Wire and cable | 9 | 9.4 | 11.2 | 1.8 |
| Instruments, professional, scientific, and other | 9 | 27.4 | 33.7 | 6.3 |
| Machines and machine tools | 3 | 15.6 | 15.0 | [2].6 |
| Metal parts, small | 6 | 11.8 | 15.4 | 3.6 |
| Plastic products | 3 | 19.8 | 25.4 | 5.6 |
| Rubber products | 4 | 12.5 | 16.6 | 4.1 |
| Textile-mill products | 8 | 50.6 | 51.0 | .4 |
| Miscellaneous | 13 | 22.0 | 21.3 | [2].7 |

[1] Figures for 1940 are from Industrial Directory of New Jersey, 1940–41, compiled by New Jersey Bureau of Statistics and Records, State Department of Labor, Trenton. Figures are for the average number of employees, adults and minors. For numbers in plants in summer of 1942 figures are those secured by Women's Bureau agents from plant officials.

[2] In this case there was a decrease.

total personnel has increased within the last 2 years in almost every industry group represented. The ratio change has been especially marked in the apparel, instrument, plastic, and chemical firms visited. This trend shows direct and effective adjustment to a male labor shortage that is fast becoming acute.

## Women as replacements for men.

By June of 1942, the date of survey, more than 1 in every 9 of the factory women for whom data were available were holding jobs ordinarily filled by men. If the largely woman-employing textile and apparel industries are excluded, the ratio becomes approximately 1 in every 7. Almost half the women in men's occupations are in aircraft engine and propeller firms and electrical plants; yet these 2 industries are very different in the matter of women's employment. The electrical industry is long established and traditionally woman-employing. It is hiring even more women today and in addition is substituting women for men in many jobs. This is to be expected in an industry that is accustomed to women in productive work, unlike the manufacture of aircraft engines and propellers, a comparatively new venture and known previous to this war as an almost exclusively male-employing enterprise. All women working for the three important aircraft engine and propeller firms surveyed are replacing men. In contrast, only 7 in every 100 women in the electrical plants are substitutes; most of the others are in occupations that have always been women's.

Women are in men's jobs to the extent of well over two-fifths of their total in the chemical and drug plants visited, one-third in the machine and machine-tool factories, and considerably more than a fourth in those making small metal parts. The extensive conversion necessary to change over from civilian production affected considerably the occupational alinement in the ordnance plants surveyed, and in 1942 more than twice as many women were employed on jobs entirely new to the establishment as were on jobs formerly held by men. Industrial conversion accounted also for the fact that, except for aircraft engines and propellers, ordnance showed the smallest proportion of women of all the industries covered in jobs women held before the war.

Though the management may be unaccustomed to employing women, and in some cases may have resisted such action, it is interesting that women in the factories visited tended to comprise a substantial proportion of the personnel in productive occupations that ordinarily are men's domain. Except in airplane engine and propeller manufacture, where the ratio was only 1 woman to 10 men, the ratio was never so low as 2 to 10, and in rubber products reached well over 15 to 10. In machine and machine-tool production and in ordnance manufacture, women were half of the personnel in factory jobs where substitution had been made.

## Women's occupational distribution.

Almost no discernible change had occurred in the occupations of women in textile and apparel manufacture, in which women have for a long time played an important part. For this reason these industries are excluded from further occupational discussion and analysis.

TABLE 5.—*Distribution of women productive workers according to occupational status, by industry*

| Industry | Total number of plants | Total number of women | Women's employment in— | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | Pre-war occupations | | Occupations new to plant | | Occupations formerly performed by men only, now performed by men and women | | |
| | | | Number of plants | Percent of women | Number of plants | Percent of women | Number of plants | Percent of women | Percent women are of total employees in these occupations [1] |
| All industries [2] | 93 | 35, 187 | 75 | 79. 3 | 26 | 5. 4 | 67 | 15. 3 | 17. 5 |
| Aircraft engines and propellers | 3 | 1, 450 | | | | | 3 | 100. 0 | 9. 1 |
| Ammunition, gun parts, and other ordnance accessories | 11 | 3, 387 | 9 | 41. 2 | 5 | 41. 5 | 7 | 17. 4 | 49. 1 |
| Chemicals and drugs | 5 | 584 | 3 | 54. 1 | 1 | 3. 9 | 4 | 42. 0 | [illegible]0. 0 |
| Electrical products | 34 | 18, 353 | 32 | 91. 5 | 10 | 1. 9 | 24 | 6. 6 | 22. 9 |
| Instruments, professional, scientific, and other | 9 | 6, 003 | 9 | 88. 7 | 1 | . 1 | 6 | 11. 2 | 18. 5 |
| Machines and machine tools | 4 | 510 | 2 | 52. 4 | 2 | 14. 5 | 3 | 33. 1 | 49. 7 |
| Metal parts, small | 9 | 1, 569 | 6 | 71. 5 | 1 | . 4 | 8 | 28. 1 | 37. 4 |
| Plastic products | 3 | 420 | 3 | 96. 2 | 3 | 1. 7 | 1 | 2. 1 | (3) |
| Rubber products | 4 | 851 | 4 | 85. 5 | 1 | . 1 | 3 | 14. 3 | 63. 5 |
| Miscellaneous | 11 | 2, 060 | 7 | 75. 6 | 2 | 1. 3 | 8 | 23. 1 | 72. 9 |

[1] Based on reports from 51 of the 67 plants.
[2] Apparel and textile-mill products excluded, as occupations not comparable with those in other selected industries.
[3] Not computed; base too small.

TABLE 6.—*Employment of women in their pre-war occupations, in occupations new to the plant, and in occupations previously performed only by men*

| Occupation | Total number of plants | Total number of women | Women's employment in— | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | Pre-war occupations | | Occupations new to plant | | Occupations formerly performed by men only, now performed by men and women | | |
| | | | Number of plants | Percent of women | Number of plants | Percent of women | Number of plants | Percent of women | Percent women are of total employees in these occupations [1] |
| All occupations | [2] 98 | 31, 145 | 75 | 77.8 | 26 | 5.4 | 67 | 16.8 | 17.8 |
| Assembler | 58 | 11, 122 | 42 | 92.1 | 5 | 1.7 | 21 | 6.2 | 25.0 |
| Bench worker, hand | 26 | 552 | 17 | 54.8 | 4 | 13.0 | 11 | 32.2 | 32.6 |
| Bench worker, machine | 33 | 824 | 13 | 56.0 | 6 | 11.8 | 21 | 32.2 | 8.2 |
| Draftsman and tracer | 6 | 17 | 1 | 5.9 | --- | --- | 5 | 94.1 | 47.4 |
| Drill-press operator | 46 | 1, 195 | 17 | 40.5 | 5 | 5.4 | 27 | 54.1 | 17.3 |
| Forelady | 7 | 72 | 5 | 51.4 | --- | --- | 2 | 48.6 | 77.8 |
| Gear-cutting-machine operator | 2 | 21 | --- | --- | --- | --- | 2 | 100.0 | 1.3 |
| Grinding-and-polishing-machine operator, optical glass | 2 | 49 | --- | --- | --- | --- | 2 | 100.0 | 31.2 |
| Grinding-machine operator | 15 | 389 | 3 | 8.7 | --- | --- | 12 | 91.3 | 9.0 |
| Hand worker n. e. c | 46 | 2, 378 | 37 | 74.9 | 5 | 15.8 | 18 | 9.3 | 16.2 |
| Inspector | 66 | 5, 176 | 48 | 74.0 | 9 | 11.2 | 24 | 14.8 | 25.6 |
| Job setter | 1 | 148 | 1 | 100.0 | --- | --- | --- | --- | --- |
| Lathe and screw-machine operator | 21 | 428 | 3 | 25.2 | 2 | 4.9 | 16 | 69.9 | 11.0 |
| Machine operator n. e. c., in electrical products | 17 | 1, 291 | 14 | 87.4 | 1 | .2 | 8 | 12.4 | 27.3 |
| Machine operator n. e. c | 42 | 1, 469 | 26 | 78.1 | 5 | 1.8 | 21 | 20.1 | 33.2 |
| Milling-machine operator | 13 | 210 | 3 | 6.7 | 1 | 1.0 | 9 | 92.3 | 11.0 |
| Packer and wrapper | 35 | 1, 308 | 25 | 73.8 | 3 | 2.7 | 11 | 23.5 | 42.1 |
| Painter | 17 | 322 | 10 | 63.6 | 2 | 16.5 | 7 | 19.9 | 20.8 |
| Punch- and forming-press operator | 38 | 1, 305 | 25 | 68.9 | 2 | 12.2 | 15 | 18.9 | 29.1 |
| Service and maintenance worker | 14 | 348 | 7 | 48.3 | 2 | 1.7 | 7 | 50.0 | 25.1 |
| Solderer | 14 | 853 | 12 | 96.2 | 1 | .4 | 2 | 3.4 | 100.0 |
| Storeroom clerk | 9 | 71 | 2 | 4.2 | --- | --- | 7 | 95.8 | 30.5 |
| Tool-crib attendant | 7 | 58 | --- | --- | --- | --- | 7 | 100.0 | 20.5 |
| Welder | 8 | 89 | 7 | 97.8 | --- | --- | 1 | 2.2 | 33.3 |
| Winder, coil and armature | 17 | 1, 450 | 17 | 93.6 | 2 | .5 | 7 | 5.9 | 60.2 |

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[1] Based on reports from 51 of the 67 plants.

[2] Details exceed totals, as plants report on more than one occupation. Apparel and textile-mill products excluded, as occupations not comparable with those in other selected industries.

When the specific occupations were examined in which women were being employed as replacements in the other industries, some very interesting facts were brought to light. It became evident, for example, that the new occupations for women varied from factory to factory. Actually there were few types of jobs in which women were being substituted for men in some plants that they were not regularly holding before the war in other plants. Only 4 in a group of about 25 factory occupations in which women were employed at time of survey were not represented among those that women held in one or more establishments before the war. And, likewise, except for the job setters in one large electrical firm, each and every one of the 25 jobs was named somewhere in the sample as one that women were filling for the first time in a specific plant. No women were employed before the war as gear shapers, hobbers, and cutters, optical-glass grinders, automatic-screw-machine operators, and tool-crib attendants in the New Jersey firms visited, and few as storeroom clerks and draftsmen or tracers. These more than any of the others seemed to be truly new jobs for women.

Women appeared to be replacing men more rapidly at machines than in any other type of work. Machine operators were less than a fourth of the women in pre-war jobs, but they were half of those who had recently been substituted for men. What is more, women appeared to be making substantial inroads into fields of machine operation different from those to which they had been accustomed. Whereas 3 in 5 of the women in pre-war machine jobs were coil winders or workers on other machines peculiar to the electrical industry, and punch or forming-machine operators, only 1 in 5 of the women substitutes were doing this work. Instead, they were operating drill presses, grinding and milling machines, various bench machines and lathes, in very substantial numbers. Factories making instruments and aircraft engines and propellers alone accounted for well over two-fifths of the women replacements on machines.

After the machine operators, the most important occupational groups from the standpoint of numbers of women in jobs formerly performed by men were assemblers and inspectors. The majority of the assemblers were in electrical firms and the factories making small metal parts. Two aircraft engine and propeller firms alone claimed more than half the substitute inspectors.

Women who were replacing men were still a relatively small proportion of the total workers employed on machines. This is not true, however, of any other occupational group. Women substitutes formed at least a fifth of all the workers in every other job where replacements had been made and in some they accounted for an even greater proportion. For example, they were a fourth of the assemblers, inspectors, and service or maintenance workers, about 3 in 10 of the storeroom clerks, well over two-fifths of the packers and wrappers, and all of the solderers where they had recently taken jobs previously held by men.

An important question arises when the replacing of men with women in factory jobs is discussed: Do the women actually perform the same work as the men before them or has it been necessary to adjust the job in some way? This question was asked of firm officials in the 67 plants surveyed in which women were employed as substitutes. Twenty-seven of the plants, or 2 in every 5, reported no adjustments of any kind in any of the jobs in which women had been hired to replace men, but changes were made in 40 plants. Men were assigned in 18 of the 40 to set up and service the machines that women were taken on to operate. Men did the heavy lifting for the women on some jobs. In describing others, the management claimed in a few instances that women were given the easier, simpler, or lighter operations to perform. The jigs and dies were modified in one concern and in another a conveyor had been installed. A few firms reported that women did only one operation of a complex job, whereas men performed many.

Though women had been substituted for men on the drill press in 18 firms, in only 7 was it considered necessary to retain men to set up and service the women's machines. Likewise, in the case of lathes, the women performed their own set-up work in 8 of the 11 plants in which they were replacements for men. No adjustments in the job had been made for the newly employed women gear shapers and hobbers, optical-glass grinders, or automatic-screw-machine operators.

As their activities have changed or expanded, a number of firms have altered or added to the steps in their productive process, thereby developing in many cases an entirely new group of jobs. Nearly a fifth of the firms visited reported having hired women to fill such vacancies, well over half as inspectors, assemblers, or punch and forming-press operators, but many in other machine and hand operations. However, ordnance and electrical plants account for nearly all the openings for women in jobs that were new to the plant; these openings, furthermore, occupied but 5 percent of all the factory women employed.

## New sources of woman labor.

From what sources have the many women who have recently entered war industries in New Jersey been recruited? Whether women have been hired for the first time or as replacements and additions to an already existing female staff, they have been secured by the great majority of firms from local inexperienced reservoirs, some never before in the labor force. Of 416 factory women visited in New Jersey who had been with their company 2 years or less, fully half had had

TABLE 7.—*Pre-war employment status of 439 women war workers*

| Pre-war employment status | Women with 2 years or less of service in present plant | | | | |
|---|---|---|---|---|---|
| | Total | | Productive | | Clerical—number |
| | Number | Percent | Number | Percent | |
| All women | 439 | 100.0 | 416 | 100.0 | 23 |
| Manufacturing, productive worker | 211 | 48.1 | 207 | 49.8 | 4 |
| Other | 228 | 51.9 | 209 | 50.2 | 19 |
| Beautician | 6 | 1.4 | 6 | 1.4 | --- |
| Clerical worker | 33 | 7.5 | 18 | 4.3 | 15 |
| Domestic worker | 33 | 7.5 | 33 | 7.9 | --- |
| Hotel, laundry, and restaurant worker | 14 | 3.2 | 14 | 3.4 | --- |
| Housewife | 87 | 19.8 | 87 | 20.9 | --- |
| Salesperson | 15 | 3.4 | 14 | 3.4 | 1 |
| Student | 11 | 2.5 | 8 | 1.9 | 3 |
| Teacher | 5 | 1.1 | 5 | 1.2 | --- |
| Other | 24 | 5.5 | 24 | 5.8 | --- |

no experience in industry before taking their wartime productive jobs. One in every five had been recruited from the ranks of the local housewives and almost one in four from such groups as domestic, clerical, sales and service workers, beauticians, teachers, and students.

Rehiring of former employees who had left or been laid off occurred in approximately one-fourth of the plants; one-third reported taking transfers from other local firms. Few establishments were hiring women who had recently migrated from other areas, and in almost every case the proportion of newcomers taken on was insignificant. So far as women were concerned, in fact, in-migration appeared to present no problem in the New Jersey defense area.

It cannot be said from the data that women were not readily available for war work in New Jersey. Almost 2 in every 3 women interviewed secured their jobs by personal application at the plant and most of the others were recommended by a relative or friend. Few answered advertisements or resorted to the use of a private employment agency. Only 60 of a total of 689 women reporting used the public employment service.

### Requirements for the employment of women.

The training required of women in the 137 plants surveyed was not then extensive. Well over three-fourths of the employers interviewed required no training of most of their women employees other than simple instruction on the job. In 8 cases, however, Vocational Education for National Defense courses were reported necessary. One ordnance plant required 6 weeks of outside training and in addition 2 weeks in the plant. A clothing factory was demanding 80 hours of outside schooling for machine operators and reported sending back for more instruction some who were inadequately trained in that time. Vocational training in soldering, testing, and assembling was required in one communication-equipment plant. Several firms wanted V. E. N. D. background for some jobs, but for others plant classes were held, or only instruction directly on the job was given.

In 14 factories surveyed, general classes or classes providing training for specific occupations were being held. For example, one plant reported special in-plant training on milling-machine and engine-lathe operation. An apparel plant was planning the training of 10 women as foreladies under the auspices of the "Training Within Industry" program sponsored by the War Production Board. Only two other firms reported training under this plan, and in both cases the emphasis also was on developing supervisory personnel. Vestibule schools were conducted in at least four places.

By the date of survey, however, only 6 women among 489 interviewed had received in-plant class training. A much larger number, comprising 1 in every 9 or 10 reporting, had been through an outside vocational school, but the great majority had had no special instruction except that ordinarily given directly on the job. Most of the women reported their training as having been adequate.

Educational requirements seldom enter the picture in hiring women for factory work, and few women were required to show experience of any kind to get a job in the New Jersey war plants surveyed. Only 19 plants of 132 reporting preferred experienced workers; 19 others asked for experience in the case of specific jobs, but not generally. Actually, however, among 416 women interviewed and in factory work, at least half had industrial experience before taking their war jobs.

Besides training, experience, and education, requirements made of women war workers in New Jersey had to do for the most part with citizenship, age, race, and marital status. But only in the case of citizenship were definite and restrictive demands generally made. Almost all the employers interviewed except those in clothing manufacture demanded American citizenship or first papers. In most cases where aliens were employed, special investigation into their background, or special permission involving investigation by the War Department, was required.

There was almost no discrimination against married women working. Moreover, few employers set a maximum age beyond which women would not be employed. However, of 9 maximum-age limits reported, 4 were as low as 35; none were over 55. Most plants did not take women younger than 18. A physical examination was required by 24 of the companies surveyed.

It was the expressed policy in only a few firms not to employ Negro women on productive work. In most cases there were no such restrictions, though in a substantial proportion no Negro women actually were employed except in maintenance or service capacities, and the data in general show that Negro women were not doing factory work in significant numbers except in rare instances. Such cases include a large electrical firm in which Negro women were working not only in the factory but in the office. Also 3 clothing plants employed Negroes to the extent of at least 10 percent of the total productive labor force at the time of visit. Excuses offered by plant executives were that trained Negroes were not available or that Negroes were unable to meet health or other work standards; many reported that Negroes did not apply and some feared the result of Negroes working side by side with whites in the factory. In a few cases, companies that were not employing Negro women reported that they were considering taking some on in the future.

# III. CONDITIONS OF WORK

Working conditions were inspected and discussed in all plants visited. In connection with the suggestions made for improvements, bulletins of the Women's Bureau setting forth standards in sanitation and safety were distributed. These standards are based on the proved experience of many plants with women in their employ over a long period of years and represent conditions favorable to maximum output.

The suggestions made on hours of work were in agreement with the standards approved by the War Department, Navy Department, Maritime Commission, Public Health Service, War Manpower Commission, War Production Board, Commerce Department, and Labor Department in the summer of 1942. These standards, based on the results of scientific investigations made both in the United States and in Europe, recommended (1) a weekly day of rest, (2) a 30-minute meal period, (3) an 8-hour day and a 48-hour week, with overtime limited to extreme emergencies, (4) vacations.

Also very opportune was the publication in June 1942 of a report, "Optimum Hours of Work in War Production," by J. Douglas Brown and Helen Baker of the Industrial Relations Section of Princeton University. This too emphasizes the efficiency gained through lunch and rest periods and moderate hours of work.

All told, suggestions for the betterment of sanitary and safety conditions, hours, and industrial relations were made to as many as 136 firms. Usually, even when the general level of conditions was high there were isolated spots that needed attention; especially in large organizations, conditions varied from department to department. Occasionally as many as 8 or 10 suggestions covering specific points in almost the entire range of topics were made in an individual plant.[1]

The sudden demands made upon industry by the expanding war program were great. For example, one firm that had done largely experimental and custom work previous to Pearl Harbor had experienced almost a 100-percent plant expansion and had about 4 times as many employees as before; within a few months they probably would have 6 times the original number. At time of writing the employment is well over one thousand.

Obviously, service facilities were wholly inadequate for the enlarged work force, especially at hours of changing shifts or of rest periods, and a need developed for even an increased janitor force. For those occupying rented quarters these problems sometimes were doubled.

Furthermore, ingenuity was taxed by the increasing difficulty in obtaining material and equipment for service facilities. Much thought was expended in improvising lockers, shifting from metal to wooden seats, buying second-hand lunch-room equipment. Uncertainty as to the continuation of war contracts, as well as material shortages, was responsible in some cases for the delay in furnishing facilities adequate for the increasing number of employees.

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[1] *See* Women's Bureau Special Bul. No. 1. Effective Industrial Use of Women in the Defense Program. 1940. 22 pp.

Several firms were occupying new modern buildings or expecting to occupy them in the near future, and in such quarters housekeeping worries were at a minimum. But it was not always the new modern buildings where conditions were best; the old ones sometimes surpassed the new ones in housekeeping and comfort details. For instance, in the old building of one firm ventilation was described as "excellent, many fans, and heat not noticeable," but in the firm's new building, which was supposedly the last word, expansion had been so much greater than anticipated that workers were already crowded into dark, close corners originally intended for storage space and the firm was planning improvements in the new structure.

Some firms had been obliged to spread production into four or five scattered buildings and had taken over old manufacturing plants that had long stood vacant. In remodeling what was available they had more often than not done a good job, but they were expending additional effort to maintain uniformly good standards in a group of scattered buildings. Even when so pressed for production space they made room for the installation of service facilities, thereby decreasing congestion and time lost from work.

Of many plants, reports of the Women's Bureau agents contain some or all of the following: Facilities adequate in number, convenient and clean. Hot water, soap, and towels supplied. Comfortable chairs in rest rooms. Cafeteria patronized by production workers on all shifts. Full-time doctor and nurses. High stools for machine operators. Girls rotate on jobs to get change of position and break monotony. And so forth. Or in some cases: Efforts to increase restroom, lunch, and first-aid facilities have been successful notwithstanding the difficulties involved. New building is fireproof; workroom airy, clean, fluorescent lighting; excellent ventilation. Old building very well kept up. Hot food service all shifts; good washing facilities; electrically cooled drinking fountain.

Much could be written about the model dressing and wash rooms, rest rooms and lunchrooms, or the prevalence of good-posture seats, of the last word in ventilating systems, and of the artificial lighting that was outstandingly good in the vast majority of plants, but the emphasis in this report has been placed rather on the shortcomings disclosed by the plant inspection so that the corrective measures indicated might be given attention as soon as this was possible.

The following discussion of the working conditions that called most loudly for correction is illustrated by extracts from reports of Women's Bureau agents who visited the plants and from the many revealing comments made by employees. In general, names and addresses of employees were furnished by management; trade unions and other public and private organizations contributed a number. In age the employees interviewed covered a wide range, from young girls to old women. About three-fifths were over 25 years of age, and more than half were married or widowed. Of this married and widowed group almost three-fifths had young children.

Frequently almost identical comments were made by several persons, but there has been no attempt to show the extent of such repetition; the quotations are merely samples.

## HOURS AND SHIFT SYSTEMS

Acting on the first impulse to push up production by lengthening the workday, many firms had resorted to the policy of increasing the normal hours of women employees from 40 to 48, to 54, and sometimes to 56 and 60 hours a week, and from 5 to 6, sometimes to 7, days a week.

The New Jersey State hour law limits the employment of women to 10 hours a day and 54 hours a week. In no case did a firm report that the usual work schedule exceeded these limits, but there were individual exceptions where it did so in actual practice. For example, the firm's standard schedule beginning at 8 and ending at 5 had been stretched to begin at 7 and end at 6, making a week of 60 hours; and in some departments this work schedule was followed for all 7 days of the week.

In summary of the hour schedules reported by the firms: Most of the women in the New Jersey war factories surveyed were working more than 40 hours a week, except where clothing and other fabricated textile products and chemicals and drugs were being made. About one-third of the 137 firms visited reported a workweek of 48 hours for factory women; almost one-fourth showed a longer schedule. Twenty-two plants were employing women 54 hours, the full maximum allowed by State law. The longer hours were especially prevalent in ordnance, aircraft engines and propellers, instruments, and small metal parts, industries particularly vital in the war effort. Men's regularly scheduled hours were in many instances longer than women's, and, according to report, men more often than women were called on to work overtime.

An 8-hour day and a 6-day week was the most common schedule for women factory workers in the plants visited. Usually the office was on a different schedule from the factory, the women office workers being employed generally 8 hours or less daily, 5 or 5½ days, and 40 hours or less a week. A 9-to-10-hour day for factory workers was reported in 29 plants, 12 of these in ordnance or instrument manufacture alone. Few firms ran their factory shifts less than 8 hours, and few, other than apparel plants, were on the 5-day week. By and large the apparel factories visited were still operating on a routine of one shift of 8 hours daily and a 5-day week of 40 hours.

In order to legalize the employment of women after midnight, in December 1941 the New Jersey State legislature amended the statute which prohibits the employment of women after 12 midnight and before 7 in the morning. This amendment conferred on the Governor the power to suspend this restriction in time of war. Acting on this provision, numerous firms had applied for this privilege and in due time, after investigation, many had received permits to employ women on their third shifts. When the firms were visited in this survey, 5 of them were employing women after midnight without the permits as provided for in the amended law.

Though New Jersey law also limits employment to 6 days a week, there were occasional instances in which this provision as well was not being observed.

Calling attention to the relation of good hour standards to sustained maximum output, general recommendations were made in many of the plants on the length of the workday and the workweek. Also suggestions embodying standards for employment on night shifts and rotation of workers from one shift to another were given to several firms.

TABLE 8.—*Usual weekly hours of women factory workers, by industry*

| Industry | Total number of plants | Number of plants reporting weekly hours of— Under 40 | 40 | 44 | Over 44, under 48 | 48 | Over 48, under 50 | 50 | Over 50, under 54 | 54 | Irregular or not reported |
|---|---|---|---|---|---|---|---|---|---|---|---|
| All industries | 137 | 2 | 43 | 4 | 9 | 44 | 1 | 3 | 6 | 22 | 8 |
| Aircraft engines and propellers | 3 | ------ | ------ | ------ | ------ | 2 | ------ | ------ | ------ | 1 | ------ |
| Ammunition, gun parts, and other ordnance accessories | 15 | ------ | ------ | ------ | ------ | 5 | ------ | 2 | 2 | 6 | ------ |
| Apparel and other fabricated textile products | 27 | ------ | 22 | ------ | 1 | 2 | ------ | ------ | 2 | ------ | ------ |
| Chemicals and drugs | 5 | ------ | 3 | ------ | 1 | 1 | ------ | ------ | ------ | ------ | ------ |
| Electrical products: | | | | | | | | | | | |
| Communication equipment | 18 | ------ | 2 | 1 | 4 | 6 | ------ | ------ | 1 | 2 | 2 |
| Motors, generators, and other electrical products | 10 | ------ | 3 | ------ | ------ | 3 | 1 | ------ | ------ | 3 | ------ |
| Wire and cable | 9 | ------ | 2 | ------ | 1 | 6 | ------ | ------ | ------ | ------ | ------ |
| Instruments, professional, scientific, and other | 9 | ------ | 1 | ------ | ------ | 4 | ------ | ------ | ------ | 4 | ------ |
| Machines and machine tools | 4 | ------ | ------ | ------ | 1 | 3 | ------ | ------ | ------ | ------ | ------ |
| Metal parts, small | 9 | ------ | 1 | ------ | ------ | 4 | ------ | ------ | ------ | 3 | 1 |
| Plastic products | 3 | 1 | ------ | 2 | ------ | ------ | ------ | ------ | ------ | ------ | ------ |
| Rubber products | 4 | ------ | 2 | ------ | ------ | 2 | ------ | ------ | ------ | ------ | ------ |
| Textile-mill products | 8 | ------ | 3 | 1 | 1 | 2 | ------ | ------ | ------ | 1 | ------ |
| Miscellaneous | 13 | 1 | 4 | ------ | ------ | 4 | ------ | 1 | 1 | 2 | ------ |

There was no doubt about the attitude of employees as to the lengthened hours. They were most appreciative of the extra overtime pay, but comments, especially of those not new to industry, indicated a growing sense of fatigue, though coupled in many cases with an expression of willingness to try to keep up the pace for the duration. About the 7-day week especially they reported that the pace was exhausting and emphasized the need of recreation and time for their family and household duties. Some said very definitely that their production suffered. Typical statements made include the following:

> No time to do housework, no time to be with family. It is too much.
>
> Would prefer to work longer than 8 hours other days and have Sunday free. (Wage rate $22 for a 40-hour week.)
>
> I take Sunday off occasionally to rest. Have lost weight since working 7 days. Am very tired.
>
> I could not stand it any longer. (Had worked 10 hours a day, 7 days a week, for a few months.)

Other comments on long hours:

*Working 6 days*

> It is the sixth day that fags me.
>
> Five days would be better, but you'd not get the extra money.
>
> It gives you extra money and that is handy, so I don't mind, but I am more tired. The day goes slower.

*Working 9- and 10-hour days*

> You don't want overtime. Eight hours of that is enough.
>
> Personally I'd prefer shorter hours; 54 hours are too many. You have no time for yourself. I can use the extra money, but it's what it takes out of you.
>
> I'd like shorter hours, but I couldn't possibly get the work they give me done in 8 hours. I need 10 hours for that.

Only 2,201 women were reported on a night-to-morning shift, practically 4 in every 100 of those in factory jobs. In contrast, nearly 11,000 women were employed on the second or evening shift, and 44,600, or well over three-fourths of the women on production in all 137 plants, were working during the day. This is true in spite of the fact that twice as many factories were visited that operated three shifts as that operated two or only one. Approximately 1 in every 9 workers on the third shift, and 2 in every 10 on the second, were women. There were nearly 3 women in every 10 workers on the day shift. Twice as large a proportion of men as of women were employed on the "graveyard" shift.

TABLE 9.—*Employment of women on the various shifts, by industry*

| Industry | Total number of plants | Number of plants employing women on— | | | Number of plants operating— | | |
|---|---|---|---|---|---|---|---|
| | | 1 shift only | 2 shifts | 3 shifts | 1 shift only | 2 shifts | 3 shifts |
| All industries | 137 | 59 | 51 | 27 | 32 | 35 | 70 |
| Aircraft engines and propellers | 3 | -------- | -------- | 3 | -------- | -------- | 3 |
| Ammunition, gun parts, and other ordnance accessories | 15 | 7 | 6 | 2 | -------- | 11 | 4 |
| Apparel and other fabricated textile products | 27 | 25 | 1 | 1 | 25 | 1 | 1 |
| Chemicals and drugs | 5 | 1 | 1 | 3 | -------- | 2 | 3 |
| Electrical products | 37 | 12 | 15 | 10 | 4 | 8 | 25 |
| Communication equipment | 18 | 4 | 7 | 7 | 3 | 4 | 11 |
| Motors, generators, and other electrical products | 10 | 6 | 3 | 1 | 1 | 3 | 6 |
| Wire and cable | 9 | 2 | 5 | 2 | -------- | 1 | 8 |
| Instruments, professional, scientific, and other | 9 | 2 | 5 | 2 | 1 | 4 | 4 |
| Machines and machine tools | 4 | 1 | 1 | 2 | -------- | 1 | 3 |
| Metal parts, small | 9 | 4 | 4 | 1 | -------- | 3 | 6 |
| Plastic products | 3 | 1 | 1 | 1 | -------- | -------- | 3 |
| Rubber products | 4 | 1 | 2 | 1 | -------- | -------- | 4 |
| Textile-mill products | 8 | 1 | 6 | 1 | 1 | 1 | 6 |
| Miscellaneous | 13 | 4 | 9 | -------- | 1 | 4 | 8 |

In general, women who have worked on either the evening or the graveyard shift do not like it. The most frequent reason given concerns irregularity in sleeping and eating, resulting in fatigue and sleepiness during working hours on the one hand, and indigestion and loss of weight on the other. Young people complain that the evening shift interferes with recreation and social life. Married women object to being away from their families in the late afternoon and evening, and many perform their household tasks during the day and are tired when worktime comes. Of those who reported that they liked night work, the chief reason given was the fact that they had the daytime hours free in which to take care of their children and do their housework. Not infrequently their husbands were on the day shift and took over the children's care when the women left for work. Some women prefer the night shift because the noise and confusion are considerably reduced, and a few like it in summer because it is cooler.

Married women, especially those with children, were somewhat more numerous than single women among those who preferred to work in the evening, that is, on the second shift. Thirty percent of the 696 women workers interviewed had children. Most of these mothers had more than one child, and in four-fifths of the cases at least one of the children was under 14 years old. A substantial proportion of the mothers had children under 6. Children in the younger groups require constant adult supervision and care. Those who are attending school should be in a responsible person's charge before and after school hours, yet of 167 monthers with children under 14 years, as many as 38, well over one-fifth, left their children to their own devices while at work. The children simply took care of themselves. More than half the workers left their young children with husband or other relative and some had older children who took care of the younger. Few of the mothers employed help or patronized a day nursery. These data indicate a very real problem in view of the increasing number of housewives who are taking war jobs in industry.

TABLE 10.—*Employment of women factory workers,*[1] *by industry and shift*

| Industry | Total |  | Women on— |  |  |  |  |  |
|---|---|---|---|---|---|---|---|---|
|  | Number of plants | Number of women | Day shift |  | Evening shift |  | Night shift |  |
|  |  |  | Number | Percent | Number | Percent | Number | Percent |
| All industries | 137 | 57,717 | 44,601 | 77.3 | 10,915 | 18.9 | 2,201 | 3.8 |
| Aircraft engines and propellers | 3 | 1,812 | 1,033 | 57.0 | 440 | 24.3 | 339 | 18.7 |
| Ammunition, gun parts, and other ordnance accessories | 15 | 4,806 | 3,705 | 77.1 | 902 | 18.8 | 199 | 4.1 |
| Apparel and other fabricated textile products | 27 | 5,323 | 5,235 | 98.3 | 54 | 1.0 | 34 | .6 |
| Chemicals and drugs | 5 | 870 | 672 | 77.2 | 105 | 12.1 | 93 | 10.7 |
| Electrical products | 37 | 25,697 | 20,304 | 79.0 | 4,548 | 17.7 | 845 | 3.3 |
| Communication equipment | 18 | 21,931 | 17,204 | 78.4 | 3,985 | 18.2 | 742 | 3.4 |
| Motors, generators, and other electrical products | 10 | 2,799 | 2,544 | 90.9 | 253 | 9.0 | 2 | .1 |
| Wire and cable | 9 | 967 | 556 | 57.5 | 310 | 32.1 | 101 | 10.4 |
| Instruments, professional, scientific and other | 9 | 6,545 | 4,600 | 70.3 | 1,426 | 21.8 | 519 | 7.9 |
| Machines and machine tools | 4 | 501 | 324 | 64.7 | 124 | 24.8 | 53 | 10.6 |
| Metal parts, small | 9 | 1,447 | 1,183 | 81.8 | 246 | 17.0 | 18 | 1.2 |
| Plastic products | 3 | 454 | 371 | 81.7 | 65 | 14.3 | 18 | 4.0 |
| Rubber products | 4 | 909 | 706 | 77.7 | 195 | 21.5 | 8 | .9 |
| Textile-mill products | 8 | 6,703 | 4,609 | 68.8 | 2,019 | 30.1 | 75 | 1.1 |
| Miscellaneous | 13 | 2,650 | 1,859 | 70.2 | 791 | 29.8 | -------- | -------- |

[1] Excludes women in the office.

Though many of the firms had employed married women and mothers habitually for years, there were evidences that on the whole management was now giving thoughtful consideration to the policy of employing those responsible for young children. Occasionally, however, an employer expressed himself by saying, "It is no concern of mine if the women have children at home." Most felt that during the present emergency it would be more or less necessary to employ these mothers, but that the care of the children and other household burdens were the problem of the individual mother.

Very few of the women visited worked from midnight to morning. Of those who did, the following are typical comments:

> Working 12 to 8 a. m. is hard on the nerves. Your vitality is low.
>
> You don't get your proper rest. Well, not in this house, with the children to keep you awake.
>
> Time after 12 midnight is the hardest to work.

Company hired all new women for the third shift because old employees wouldn't do it.
I get sleepy when working nights.

The Women's Bureau recommends[2] that work after midnight be resorted to only as the lesser of two evils in an emergency, the other being long overtime hours for day and evening shifts. Further, measures should be taken when night work is introduced to moderate its difficulties and dangers. One of the methods by which this may be done is the rotation of shifts at intervals long enough to allow sufficient time for readjustment and rest. Rotation should not occur so often as every 2 or 3 weeks nor so infrequently as to develop chronic fatigue on the part of night workers. Though it is difficult to suggest a set rule, since conditions vary widely and authorities differ in their recommendations, the optimum for most cases appears to be between 1 and 4 months. There is universal agreement among authorities that excessive fatigue is engendered in both day and night workers, with consequent lag in production, if shift rotation is too frequent or if night work is continued too long.

In nearly half the plants in which women worked on more than one shift there was no rotation of shifts. Of those that did rotate, three-fifths changed every week and only two firms changed so infrequently as once a month, the longest period reported without a change of shift.

The following summarizes comments made by some of the women visited concerning the rotation of shifts:

*Rotating weekly*

Just get used to it when we change again.
Rotation every 2 weeks or every month would be better, as it would not be quite so upsetting to meal hours.

*Rotating every 2 weeks*

Just get into one routine when you have to break it for another.
No more rotating for me. It had me crazy.

Several, however, felt that rotation was fair, as thus all shared alike. The day of shift changes was difficult for some—arriving home at 1.30 a. m. from one shift and getting up at 5.30 to be at work by 7 for the next day. "That was tough. That kept me tired all the time. When the shift changed you got no sleep."

## LUNCH AND REST PERIODS AND PLANT PROVISION FOR FOOD

With the increasing pressure for sustained effort to achieve high production rates day after day, week after week, and month after month, emphasis on nutrition and health is more necessary now than at any previous time. The importance to war production of rest periods, of an unbroken lunch period, and of hot food or at least a hot drink at lunch time in a clean and convenient place away from the job cannot be too strongly stressed.

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[2] *See* Women's Bureau Special Bul. No. 6. Night Work for Women and Shift Rotation in War Plants. June 1942. 8 pp.

A type of cafeteria that serves the purpose well in one plant may not be feasible in another, but something more than a counter with the usual candy, cake, and "cokes" should be available.

Specific suggestions were made to about one-third of the firms relative to the advisability of allowing at least 30 minutes for lunch and short rest periods in each work spell, and in no less than 29 plants where practically no provision had been made for lunchroom facilities or food definite recommendations were made for such equipment.[3]

Fully aware of these shortcomings, more than one manager discussed the lack of food facilities and their plans for future improvements. They expected to have "better facilities ready by fall," or said "We plan to have a cafeteria in our new building." As already mentioned, difficulty in obtaining equipment was a serious obstacle.

Food was available in 48 (just over one-third) of the 137 plants scheduled. Of this number 30 had cafeterias and restaurants serving a variety of foods, in 9 plants there were lunch counters, food bars, and canteens, and in 9 arrangements could be made with vendors for box lunches. Though lunch facilities in general were inadequate, more than one woman interviewed referred to the fact that in her plant hot coffee was furnished free. Over one-half (73) of the firms provided nothing in the way of lunchroom facilities or food, and more than a tenth of all had only a space with tables and chairs but no food. No firm with fewer than 750 workers maintained a cafeteria or restaurant, and only 4 of the 30 with cafeterias had fewer than 1,000 employees. Though no evaluation was made of the food service given, at several of the lunch counters and canteens little more than a snack—a bit of pastry, a candy bar, or a soft drink—could be purchased, and management assumed no responsibility for the adequacy and quality of such food supply.

Neither were all the cafeteria arrangements perfect. Workshops in some cases were too remote for employees to make use of the cafeteria services in the short time allowed for lunch; others were too expensive; some were too small to take care of the large numbers, even by staggering the lunch periods. A few apparently catered only to office and supervisory help, so were avoided by the production workers.

On the other hand some firms, convinced of the dependence of efficient production on proper nourishment, made every effort to serve good and appetizing food. In addition to central cafeterias a few large firms had service to the workrooms. One such is described as follows: "A large cafeteria, attractive and cool, with excellent and cheap food available for all shifts. There is also an organized routing of wagons from the cafeteria to each workroom, and these carry soup, vegetables, meats, salads, desserts, and beverages, which may be eaten at the workbenches or in rest rooms convenient to the shops."

Another large firm served all employees on all shifts in the cafeteria by staggering the lunch periods. The service was operated at a slight deficit, but the company felt it was worth it and furnished food at cost. Other cafeterias were described as "complete"; one as "furnishing substantial meals at cost for three shifts." Of another it was said, "Cafeteria available for workers on the first and second shifts, but only canteen with cold food for third shift." Some employee objections to the night shifts were that they could buy no food in the plant on the second shift and at night.

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[3] *See* Women's Bureau Special Bul. No. 5. Women's Effective War Work Requires Time for Meals and Rest. May 1942. 4 pp.

In the plants with no lunchroom conveniences—almost two-thirds of all—thousands brought their lunches from home and for the most part ate at their work benches, many of which were dusty and dirty from the nature of the work.

For the majority the only alternative to eating at their work tables was to "lunch in the dressing room," "in the crowded washroom," "in a corner of the toilet room," "in the warehouse, but if it is nice we go outdoors." Of one plant it was said, "The girls need a place to eat. It is too dirty and dusty to eat in the workroom. It is not pleasant to eat in the toilet room and it is expensive to eat out."

Twenty-six of the firms, including 20 in the apparel group, made no provision for lunchrooms or food but allowed 1 hour for the noonday break so that there was time to go to nearby restaurants and drug stores or to go home. Many of these plants were in small communities and drew largely on the immediate neighborhood for their employees. For the employees who did not live fairly near there was no choice but to eat a cold lunch at the workbench or to go to an outside lunch counter.

Size of plant appeared to have some relation to food service. In numbers employed the plants ranged from less than 100 in a few cases to over 20,000 in two. Of the total 137 firms reporting, more than one-fourth (38) had less than 250 employees; 27 had 250 and under 500; 19 had 500 and under 1,000; and 53, about two-fifths of all, employed 1,000 or more. Of the 53 firms with 1,000 or more employees, 26 had cafeteria or restaurant service of varying degrees of adequacy, but 17 had made no provision whatever for food service though 4 had set up tables and benches. In the others there was some sort of canteen or food bar, a number serving soup, sandwiches, milk, and coffee, but several were very inadequate. Thus two-thirds of the largest plants, in contrast to just over one-third of all plants, provided food service of some sort, in most cases cafeterias or restaurants.

In March 1942 the New Jersey legislature amended the statute requiring at least half an hour for a meal period after continuous employment of not more than 6 hours. The amendment gave the Governor authority to suspend this provision during the present war but only after investigation showed that an order suspending the lunch period would not "in any way impair or endanger the health or productive effectiveness of those affected by such order."

At the time of this survey the half-hour lunch period prevailed in the plants covered and no official permits had been issued that granted suspension of the 30-minute lunch period. In 6 establishments, however, employees were working through the shift without any lunch period and in 11 others employees were limited to 15 or 20 minutes for lunch.

The "work while you eat" plan was limited to the textile and wire industries. It did not affect all departments but prevailed where some of the heaviest jobs were performed, as for example the card, spin and spool, and weave rooms in the textile mills and the braiding and weaving in the wire mills, departments where much of the work

since this they
have been
granted.

was piece work and the deafening noise and vibration of the machinery never stopped.

This was not a new policy arising from pressure for greater war production, for this generation of weavers had inherited the custom from their fathers. One manager insisted that no official permit was needed to shorten the lunch period, as they had operated this way for years and the workers had always managed somehow to get something to eat while they watched their machines; it was no hardship.

It is noteworthy, however, that in other plants in this vicinity and in other States which were keeping up their production schedules on similar and sometimes identical Government items the power is turned off, the machines stop, and the workers pause for a period of rest and refreshment.

One young woman described her 15-minute lunch period as follows: "Can't leave work until the buzzer rings. Must rush to rest room to eat and rush back. Have to wash up and must choke the food down. Do not have time to eat, for if we get back to work after the buzzer rings they give us an argument and say they'll cut our pay for being late."

Expressions from other women indicate how they regarded the policy of having only 15 or 20 minutes free for lunch, or no time whatever.

> Walk and eat at the same time.
> Sometimes bring lunch back home with me. Don't have a chance to eat it.
> Frequently don't eat because there is too much wool to watch.
> Walk all day back and forth; machines never stop.
> No time off for weavers. We eat as best we can while machines keep running.
> We eat while working. This is no good. At——— (competing company) they have half an hour to eat and make as much in 7½ hours as we do in 8.
> Who could get to the cafeteria and back in 15 minutes?
> We get indigestion; it is always hurry.
> Cannot sit down. Must swallow food while the machine runs.

Operators of machines fitted with automatic stops found it easier to adjust to the no-lunch-time policy, but even so they stood by ready to make the necessary repairs.

The plants allowing only a 15-to-20-minute break represented various industries but were alike in that all were operating 24 hours around the clock with three 8-hour shifts. Further, employees were paid for 8 hours, including the short meal period on the company time. In some cases the union had bargained for this concession by management in recent years and this fact undoubtedly colored the discussions of lunch periods with the employees. While admitting the inadequacy of 15 minutes, one woman probably expressed the attitude of many when she added, "but I prefer 15 minutes with pay to half an hour without it."

Despite the fact that they were paid for this brief lunch period there was evidence that some had not become adjusted to it. An industrial nurse from one of these plants reported several cases of nervous indigestion, thought to be caused by bolting lunches.

Further, of these 16 firms that had either no lunch period or a very short one only 1 provided for a formal rest period at any time during the work shift. In fact, only 25 firms of the entire number visited were reported as having formal rest periods, customarily from 5 to 10 minutes in each work turn.

## WAGES

Where men and women were on the same job for the first time in the war emergency and worked on a time basis, almost two-fifths of the plants reporting current entrance rates were paying both sexes at the same rate. There was no apparent controlling difference, in the scheduled sample, between the plants that had and those that had not a wage differential based on sex. As might be expected, in jobs where there was no such differential women generally could command higher rates than where a differential existed. Not one of the firms paying women the same hourly rates as men offered them less than 48 cents for any job, whereas there were 11 separate jobs on which women began at less than this figure in plants with a differential.

The principle of the rate for the job, regardless of the worker's sex, has been advocated officially or ordered put into effect by nearly a score of agencies of the Federal Government over more than 40 years. Now especially this principle should prevail in order that the war effort may be strengthened at home through all-round industrial efficiency and democracy. Discrimination in wages paid to men and to women was one of the causes of discontent among the workers in several of the factories visited in New Jersey. To illustrate with two or three cases:

> In soldering the same parts, the scale for women ranged from 50 to 58 cents while that for men ranged from 70 to 90 cents.
>
> Men operating the same drill presses on identical parts had a 10-cent higher base rate than women, though women excelled in production.
>
> Women resented the fact that irresponsible young boys were hired as chore boys at a beginning rate of 60 cents while women's minimum was 45 cents and many who had worked for years were still earning less than 60 cents.

None of the 132 plants reporting on entrance rate started women at less than 35 cents an hour; in fact, 6 in every 10 offered women a beginning rate of more than 40 cents. About three-fourths of the factories paying 40 cents or less were in only two industries, clothing and electrical products; almost half were in clothing alone. In 13 of the scheduled firms women were receiving at least 60 cents an hour to begin with, and in 8 of these plants women productive workers were an innovation with the wartime emergency.

Where the minimum entrance rate was less for women than for men, the difference amounted to 10 cents or more in two-thirds of the cases. In well over half the firms where the minimum entrance rate was the same, both men and women were getting 40 cents or less.

A definite wage-progression policy was followed in a significant proportion of the factories in the survey, but especially in those making communication equipment, ordnance, and small metal parts. A popular plan was to raise the worker about 5 cents an hour after a period of service of 3 months or even less. In a number of firms automatic wage raises were spread over two steps and in a few there were three, and even four or five steps, but the total amount of increase seldom exceeded 15 cents an hour. An established wage-progression policy was followed in many firms even where there was no regular learning period. After the basic rate for the job had been reached in the case of learners or all automatic increases had been earned, further progress depended on skill and seniority.

There were scores of firms, however, in which management admitted during the interview that there was no definite policy of wage progression. "It is pretty much up to the foreman." And in too many companies there was evident need of interpreting to the workers in simple language the company policy in regard to job rates, wage raises, and the production bonus, where this was in effect. Ignorance and confused ideas were expressed repeatedly by the women about the method of computing production-bonus payments.

Well over three-fifths of the women time workers for whom data were available were paid at the rate of at least 60 cents an hour. The 5-cent interval 65 and under 70 cents claimed a very much larger group than any other. (See tables 11 and 12.) Rates paid women time workers differed considerably, however, according to industry. Only two of the industries represented in the survey, electrical products and small metal parts, paid at least 60 cents to more than three-fifths of their women time workers. In the remaining industry groups less than half the women time workers were paid this much; not quite one-third of those in machine and machine-tool plants were so reported. No women were paid at the rate of less than 50 cents in the aircraft engine and propeller plants, and in each of the industries covered few if any had an hourly rate under 45 cents. In instrument manufacture 25 percent of the women time workers for whom data were available, in contrast to 6 percent in all the industries together, were paid 45 and under 50 cents an hour.

According to table 12 the most highly paid occupational group among the women time workers for whom data were reported were the job setters, followed by machine operators in the electrical-products industry, coil and armature winders, and assemblers. Painters and solderers commanded comparatively low rates.

Women who worked on the second and third shifts, and especially those on the third, generally received a wage differential of some kind. In most cases the differential was a percent increase or additional sum

TABLE 11.—*Percent distribution of women time workers according to hourly rate, by industry*

| Industry | Number of women time workers reported | Percent of women time workers with hourly rate of— | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Under 45 cents | 45, under 50 cents | 50, under 55 cents | 55, under 60 cents | 60, under 65 cents | 65, under 70 cents | 70, under 75 cents | 75 cents and over |
| All industries [1] | 18,182 | 1.3 | 5.7 | 6.7 | 23.0 | 11.1 | 36.8 | 7.8 | 7.7 |
| Aircraft engines and propellers | 624 | ------ | ------ | 12.3 | 38.3 | 21.2 | ------ | 6.6 | 21.6 |
| Ammunition, gun parts, and other ordnance accessories | 3,245 | .8 | 6.0 | 19.3 | 37.7 | 9.3 | 10.9 | 1.1 | 14.9 |
| Chemicals and drugs | 154 | ------ | 5.2 | 41.6 | 5.8 | 31.2 | 3.9 | 12.3 | ------ |
| Electrical products | 9,779 | 1.4 | 3.2 | 2.8 | 12.4 | 4.4 | 62.9 | 9.0 | 4.0 |
| Instruments, professional, scientific, and other | 577 | 5.0 | 25.3 | 8.0 | 23.2 | 13.7 | 2.4 | 13.0 | 9.4 |
| Machines and machine tools | 306 | ------ | 15.4 | ------ | 52.0 | 7.5 | 8.2 | ------ | 17.0 |
| Metal parts, small | 1,141 | 3.3 | 18.0 | .9 | 6.4 | 37.0 | 3.2 | 25.2 | 6.1 |
| Textile-mill products | 1,292 | .5 | 8.5 | 1.5 | 54.3 | 27.0 | 2.8 | 1.0 | 4.4 |
| Miscellaneous | 1,064 | ------ | .5 | 9.2 | 40.6 | 21.8 | 6.9 | 5.6 | 15.4 |

[1] Apparel, plastic, and rubber industries not included; too few time workers reported.

TABLE 12.—*Number of women on a piece-rate and on a time-rate basis and percent distribution of time workers according to hourly rate, by occupation*

| Occupation | All women | | | Women time workers with hourly rate reported | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Total number | Number on— | | Total number with rate reported | Percent with hourly rate of— | | | | | | | |
| | | Piece-rate basis | Time-rate basis | | Under 45 cents | 45, under 50 cents | 50, under 55 cents | 55, under 60 cents | 60, under 65 cents | 65, under 70 cents | 70, under 75 cents | 75 cents and over |
| All occupations | [1] 31,495 | 9,926 | 21,569 | 16,183 | 1.5 | 5.9 | 5.7 | 19.8 | 10.3 | 41.2 | 7.3 | 8.3 |
| Assembler | 11,192 | 2,675 | 8,517 | 6,183 | 0.8 | 2.2 | 3.0 | 11.2 | 3.8 | 76.8 | (2) | 2.1 |
| Bench worker, hand | 552 | 238 | 314 | 114 | 3.5 | 1.8 | 12.3 | 21.9 | 37.7 | 7.0 | 7.0 | 8.8 |
| Bench worker, machine | 824 | 483 | 341 | 249 | 2.0 | 2.8 | 8.0 | 47.0 | 2.0 | .8 | ------ | 37.3 |
| Draftsman and tracer | 17 | ------ | 17 | [3] 11 | ------ | ------ | ------ | ------ | ------ | ------ | ------ | ------ |
| Drill-press operator | 1,195 | 482 | 713 | 528 | 2.3 | 3.4 | 20.8 | 13.3 | 31.1 | 12.5 | 11.2 | 5.5 |
| Forelady | 73 | 1 | 72 | [3] 32 | ------ | ------ | ------ | ------ | ------ | ------ | ------ | ------ |
| Gear-cutting-machine operator | 21 | 21 | ------ | ------ | ------ | ------ | ------ | ------ | ------ | ------ | ------ | ------ |
| Grinding-and-polishing-machine operator, optical glass | 49 | 41 | 8 | [3] 8 | ------ | ------ | ------ | ------ | ------ | ------ | ------ | ------ |
| Grinding-machine operator | 389 | 257 | 132 | 117 | 7.7 | ------ | ------ | 43.6 | 14.5 | 2.6 | ------ | 31.6 |
| Hand worker n. e. c. | 2,431 | 855 | 1,576 | 1,316 | .7 | 14.9 | 1.4 | 36.5 | 11.1 | 12.2 | 7.6 | 15.7 |
| Inspector | 5,236 | 931 | 4,305 | 3,190 | 1.9 | 11.4 | 4.2 | 25.1 | 13.3 | 28.0 | 5.5 | 10.7 |
| Job setter | 148 | ------ | 148 | 148 | ------ | ------ | ------ | ------ | ------ | ------ | ------ | 100.0 |
| Lathe and screw-machine operator | 428 | 246 | 182 | 70 | 7.1 | 2.9 | 21.4 | 22.9 | 18.6 | 20.0 | ------ | 7.1 |
| Machine operator n. e. c., in electrical products | 1,291 | 355 | 936 | 901 | 3.9 | 3.4 | 3.9 | .3 | 4.0 | 2.3 | 79.0 | 3.1 |
| Machine operator n. e. c. | 1,568 | 712 | 856 | 457 | 1.5 | 14.4 | 17.9 | 28.7 | 5.5 | 5.7 | 10.3 | 16.0 |
| Milling-machine operator | 210 | 105 | 105 | 98 | 1.0 | 2.0 | 21.4 | 13.3 | ------ | 28.6 | ------ | 33.7 |
| Packer and wrapper | 1,317 | 616 | 701 | 572 | ------ | 3.1 | 16.1 | 32.2 | 22.4 | 13.6 | 2.1 | 10.5 |
| Painter | 322 | 86 | 236 | 159 | ------ | 17.6 | 29.6 | 30.8 | 11.9 | 6.9 | 3.1 | ------ |
| Punch- and forming-press operator | 1,347 | 606 | 741 | 635 | .3 | 10.1 | 2.4 | 37.8 | 30.1 | 1.1 | 9.1 | 9.1 |
| Service and maintenance worker | 348 | ------ | 348 | 309 | .3 | 2.6 | 27.5 | 19.1 | 42.4 | 4.9 | 1.0 | 2.3 |
| Solderer | 853 | 431 | 422 | 254 | ------ | .8 | ------ | 79.1 | 3.5 | 3.9 | ------ | 12.6 |
| Storeroom clerk | 71 | 48 | 23 | [3] 20 | ------ | ------ | ------ | ------ | ------ | ------ | ------ | ------ |
| Tool-crib attendant | 58 | 19 | 39 | [3] 36 | ------ | ------ | ------ | ------ | ------ | ------ | ------ | ------ |
| Welder | 105 | 15 | 90 | [3] 39 | ------ | ------ | ------ | ------ | ------ | ------ | ------ | ------ |
| Winder, coil and armature | 1,450 | 703 | 747 | 707 | 5.1 | ------ | 4.0 | 1.0 | 7.9 | 79.5 | ------ | 2.5 |

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[1] Apparel and textile-mill products excluded, as occupations not comparable with those in other selected industries.
[2] Less than 0.05 percent.
[3] Percent distribution not computed; base too small.

above the regular hourly rate. Where the former prevailed, it amounted usually to 10 percent; where the latter, to 5 cents. In a few plants the differential was paid in decreased working hours. For example, in two of the firms visited women on the third shift worked respectively one hour and one and a quarter hours less than the period for which they were paid. In five plants the second shift worked 15 or 30 minutes less than paid for. Seven plants had reduced hours and gave in addition a percentage or flat increase in rate.

Wages had increased since the defense and war periods began. In the plants reporting, the increase amounted to approximately 16 percent; the rise appeared to be even greater in firms then making ordnance. Assemblers had had an increase of about 21 percent, but the rates of coil and armature winders, maintenance and service workers, and machine operators in the electrical-products industry had risen less than 5 percent.

Of the 696 women visited in their homes, 203 reported their present time rate and also the rate they were paid on their present or a different job before the war. The great majority of them, about 9 in 10, had received an increase; 8 women said their rate was the same; as many as 12 stated that their rate had decreased. Several of them commented that, though their hourly rate was less, their weekly earnings were greater because of longer hours and overtime pay. The increases in rates amounted to from 10 to 43 percent, with the higher proportional increases occurring among those commanding generally the higher rates of pay.

Dissatisfaction with earnings was widespread among the women interviewed. The feeling doubtless had been augmented by reports of the high wages paid in some of the newer war plants, and there is no question but that average earnings were lower in establishments that had long relied on female labor than in those where women's employment was more recent.

The experiences of some of the women indicate the reasons for their discontent. In one factory where there was much resentment among the older employees, some who had been with the firm as long as 5 to 8 years were earning 53 cents an hour on final inspection and blueprint reading, which was no more than new girls were earning with only a 5-month service record. "Old girls are quitting because new girls make the same as they do." In another industry older employees were critical because they had worked for 5 years or more without a raise and now were making little if any more than employees hired recently for the same kind of work. An instance was quoted of an inspector who had a higher rate after 7 months than others who had been similarly employed 15 years. "Older ones get no raises. Knowledge and experience of the old girls don't count."

A woman who had operated a drill press for a year was resentful because she was earning only 40 cents an hour. In spite of this she was staying on the job because it was "so near home." Another explained that girls will not pay carfare to come from a distance to work here because the place has a bad reputation for low wages. In the same plant a spray painter was earning 50 cents an hour, and, she added, "I am one of the highest paid there." Still another said, "New girls do not stay very long. They can do better in other places. Only the older women stay."

## EXPOSURE OF WOMEN TO HEALTH HAZARDS

### Effect of war conditions on industrial health.

The increasing diversity of women's work in the war program has implications not only for greater opportunity to use talents and to secure better wages than in more customary women's employment; it also brings about the exposure of women to toxic materials to which they rarely have been exposed in modern American industry.

In the plants surveyed in New Jersey women were at work on a great variety of occupations exposing them to diverse hazards. Not only had the number of hazards and the number of exposed women increased, but exposures themselves were found to be intensified by many factors: (1) Longer hours, (2) shortened lunch periods, (3) pressure for increased production, (4) overcrowding of workers, (5) use of makeshift washing facilities, (6) allowing too little time for washing and cleaning up before leaving work, and (7) increased fatigue because of constant standing, reaching, standing on concrete floors, sitting on backless stools or chairs of the kitchen-chair variety.

Fatigue always lowers resistance to occupational poisons as it does to other diseases. The longer the hours the longer the exposure to the poisons. If washing is not adequate the worker may be exposed for 24 hours a day through her contaminated skin or clothing. The poison may even be ingested with food if hands and nails have not been adequately washed. Doubling and trebling the number of people in the same working space may mean that ventilation adequate for the smaller number needs retesting for the larger number. A final factor is equally important—the difficulty of providing adequate medical care, including physical examinations, coupled with the increasing percentage of applicants who are physically below par.

A great many more or less unfamiliar industrial poisons have come into use with the necessity for accelerated production of explosives, synthetic rubber, and all the numerous articles of Army and Navy ordnance as well as substitutes for civilian consumption.

### Potential exposures of women.

The industries surveyed in New Jersey expose women to a number of harmful materials or conditions. These may be classified as follows:

*Skin irritants*:
- Benzol (see also under systemic)
- Tetryl
- Mercury fulminate
- Mica dust
- Pyranol
- Glass silk
- Materials used in manufacture of plastics
- Dyes of various kinds
- Cutting oils and compaunds

*Systemic poisoning*:
- Lead oxides
- Benzol
- Radium
- Tetryl
- Mercury
- Carbon monoxide

*Respiratory diseases:* Silica dust; steel dust; mica dust.
*Acid burns*—Nitric acid
*X-ray burns*—X-ray
*Heat prostration*—Excessive heat

### Systemic poisoning.

There is evidence that most firms recognized the serious possibilities of these exposures and were using approved engineering and medical methods of control. This was particularly true of the systemic poisons listed. The following brief descriptions indicate this:

*Lead exposures.*—Girls employed on weighing and blending dyes, which consist of lead compounds, are provided with two sets of lockers. Work clothing is placed in one locker, a shower is taken, and street clothing from another locker is put on. Every 3 months a medical examination determines whether the girl is being affected by her work. The company has through its precautions had no case of lead poisoning in 9 years of operation.

A company employing girl inspectors of white tin plate believed that cuts and scratches could result in lead poisoning, so its emphasis was on immediate first aid for the slightest abrasion. Such exposure would be very slight compared to work with lead dust. It has been established that respiration of lead is most to be feared.

*Radium exposures.*—The use of radium in instrument manufacture was under such carefully controlled conditions as have been recommended by the United States Public Health Service. Painting was done on work tables of enameled metal under glass-enclosed hoods equipped with exhausts by girls under constant medical surveillance. Conditions for maintaining their health were prescribed. No personal property was brought into the workroom; the washing routine was rigid and was done on working time. After washing with soap and hot water the radium painter entered a dark room containing mercury lamps which showed up minute particles of luminous material. Further cleansing removed these particles. Check was made on the radon concentration in the workroom.

*Benzol poisoning exposures.*—Women working with rubber cement having a benzol base were inadequately protected, special medical tests indicated. The women themselves reported the fumes so strong they got "drunk" from them. Engineers were working on a means for better ventilation and control under the working conditions necessitated by the job.

*Mercury exposures.*—Girls exposed to mercury in the manufacture of mercury lamps were under medical supervision. Medical examination was made twice a month. Particular attention was given to dental health. A special solution was provided for teeth cleaning. Showers not only were available but their use before leaving the plant was required. Every effort has been made by these plants to have working conditions as safe as possible.

**Dermatitis producers.**

*Tetryl.*—Tetryl is a common industrial exposure to women in explosives manufacture. Whether it can be the cause of systemic poisoning as well as dermatitis is a question now before industrial hygienists, who differ in their conclusions. In a report in 1942 on 1,258 cases of illness due to tetryl, its toxicity was said to have both local and systemic effects. General manifestations were described as secondary anemia, headache, irritability, and irregular menstruation.[4] During World War I it was reported by one British industrial physician, Dr. Enid Smith, that constitutional symptoms were slight. Another physician with women tetryl workers under his care reported disagreeable effects in a watery discharge from the nose, sneezing, and nosebleed. This same physician mentioned as a symptom of tetryl poisoning a cessation of menstruation of 1 to 3 months' duration.[5] Constitutional symptoms are infrequent but operators should be under careful medical supervision.

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[4] Leon J. Witkowski, Carl N. Fischer, and Howard D. Murdock. Industrial Illness Due to Tetryl, Journal of American Medical Association, Aug. 22, 1942, pp. 1406–1409.

Tetryl powder frequently gives rise to irritation of the skin partly because of its crystalline structure and partly because of its chemical nature. The dermatitis may be severe, with swelling and intense itching. Workers who perspire freely are more likely to suffer from it.

Important in prevention are a well-ventilated workroom with a dry atmosphere, sufficient clean work clothing, and adequate washing facilities. Workers should be instructed to wash their hands before washing their faces. In addition to a good quality of soap, the use of a 5-percent solution of sodium sulphite will convert tetryl into a soluble compound more easily washed off. A water-soluble skin varnish applied to face and forearms before work has been found useful.[6]

*Fulminate of mercury.*—Another common exposure to women in ammunition manufacture is mercury fulminate. It is rapidly being replaced by tetryl and lead azide. Because of the highly explosive nature of the fulminate, strict observance is given to avoidance of dust, scrupulous cleanliness, and a separation of processes, all of which decrease the risk of exposure. Fulminate of mercury is a very decided skin irritant and may cause a severe case of dermatitis. Particles may get into small cuts or abrasions and cause small, very sore, ulcers. Applicants for such work should be free from skin disease, and workers should observe strict rules of cleanliness.

*Cutting oils.*—A number of metal-manufacturing companies reported cutting oils and compounds as the principal dermatitis exposures to their women employees on machine work. Control of these infections as described to the agents consisted in adding an antiseptic to the oil in one plant; in another to medical check and transfer of affected workers, as well as choice of applicants for such work who have no skin lesions.

Cutting oils are the most frequent cause of dermatitis among metal workers, according to reports of United States Public Health Service. Prevention among women workers merits much attention because of the great increase in woman employment in metal industries. New employees not selected on the basis of susceptibility naturally show a high rate of cases.

The dermatitis may begin with comedones of the hands and arms. Folliculitis of arms and thighs is the common type. Infected follicles may develop into boils and even carbuncles, and infection of wounds of the skin caused by metallic slivers may cause the development of boils. The defatting action of cutting oils on the skin may cause drying, cracking, and fissuring. The open fissures are subject to secondary infection. Dry skins are most likely to be affected in this way. Some of the oils may contain chlorine compounds, the dermatitis taking the form of a typical chloracne. Allergic eczemas occasionally occur from contact with machine oils. The addition of strong antiseptics to the oil may itself be the cause of such skin infection.[7]

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[5] U. S. Bureau of Labor Statistics, Bul. 219. Industrial Poisons Used or Produced in the Manufacture of Explosives. By Alice Hamilton, M. D. 1917. p. 48.

[6] Journal of Royal Army Medical Corps, Vol. 71, 1938. Treatment and Prevention of Industrial Diseases in Filling Factories. By A. Leigh Silver, M. D.

Briefly summarized, prevention should include (1) provision of facilities and time for personal cleanliness, (2) clean work clothes and impervious sleeves and aprons to protect arms and thighs, (3) provision of clean towels for wiping hands, (4) removal of metal slivers from oil, (5) change of oil at least once a week. Re-used oil should be screened to remove metal, sterilized, and neutralized. Of these, personal cleanliness is the most important item.[7]

*Plastics.*—A variety of materials used in the manufacture and handling of plastics and dyes may cause dermatitis among susceptible persons. In plants where such reactions were reported, the control method considered best was transfer of the susceptible worker to another job. When transfer was impossible the affected worker was given time off from work until the skin condition cleared up and on return to the job protective creams or protective gloves were furnished.

*Mica.*—Exposure to mica dust noted in another plant was stated to have caused skin irritation. They tried transferring these girls to other work for 2 weeks, after which it might be 2 months before the rash appeared again. Gloves were furnished by the company.

Mica dust exercises an irritant mechanical action on the skin, the eyes, and the respiratory passages. Authorities refer to cases of eczema and ulcerative lesions among workers making micanite.

It is also said to enter the respiratory and digestive passages, which it impregnates, giving rise to a disease rare in this country, designated as "silicosis universalis." Mica dust should not enter the breathing area of workers but should be controlled by systems of ventilation.

### Respiratory diseases.

In a number of instances women were found needlessly exposed to harmful dusts. In one the women were fettling small porcelain parts without adequate exhaust ventilation. That this operation may cause dangerous concentrations of silica dust is shown by the 1939 study of the pottery industry made by the United States Public Health Service.[8] The study also shows how harmful concentrations can be controlled by down-draft ventilation.

### Other exposures.

Among other exposures noted was X-ray inspection under carefully controlled conditions.

Excessive heat was a problem to be met in certain operations in radio manufacture. Young women were employed on the basis of their greater ability to withstand the effects of high temperatures, though there is evidence that older women withstand fatigue somewhat better than young girls. Protective clothing was provided for the work, including goggles and asbestos gloves. Prevention of heat exhaustion should also include provision of salt tablets and cool water, to replace salt and moisture lost by the body in perspiration. Frequent relief, perhaps a brief rest hourly, from work in this room is advisable to prevent overfatigue.

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[7] Schwartz, Louis, Medical Director, U. S. Public Health Service. Dermatitis from Cutting Oils. *In* Industrial Medicine, May 1942, pp. 228–233.

[8] Women's Bureau Bul. 184. The Occurrence and Prevention of Occupational Diseases Among Women, 1935 to 1938, pp. 87–89. 1941.

The women employees themselves often complained of the hours of continuous standing, sometimes on concrete floors, or the backstrain from sitting all day on backless stools or chairs not adjustable to the individual. Other matters of complaint were the nerve strain resulting from the urging for greater and greater production; the monotony of certain machine operations; fatigue from lifting too much or lifting or holding material at awkward heights; local fatigue from continual use of a certain muscle group or from a peculiar position required by the work.

Some companies had taken steps to counteract the fatigue from strains of this sort. In one where jump presses required constant standing and jumping, the girl operators were given 10 minutes' rest in each hour of work. This company chose tall girls for jobs requiring reaching, to lessen the fatigue resulting from such work.

In many more instances rest periods should be introduced. They are especially necessary in monotonous jobs and jobs causing local muscle strain. Wherever introduced the result has been to increase production. Consideration should also be given to the well-known fact that the properly seated woman worker is a much more productive worker.

Women have been so successful in work with very small parts and in the fine close inspection work necessary throughout war industry, that eyestrain assumes an important health hazard to women war workers. One company devised a method of having the work done under magnifying glass. Necessary precautions include excellent lighting for the work, and provision of good-posture seating. It is especially important that every applicant for close work have a thorough eye examination. Necessary corrections should be made before taking employment.

## PLANT CONDITIONS AND FACILITIES

To achieve good conditions of work, in all respects, in all departments, is a matter of no slight difficulty, but numerous plants in New Jersey rated high in its accomplishment. Of the physical conditions on which recommendations seemed called for, the ones most frequently open to criticism (see list on page 4) were those requiring equipment not easy to procure—washrooms, rest rooms, lunch facilities. Those discussed in the paragraphs immediately following were found seriously below standard in a comparatively small proportion of the plants.

### Ventilation.

Ventilation was a problem in every type of industry, but it was more serious in some than in others. Heat and moisture were reported as excessive and overpowering in many departments of cotton and woolen mills and several employees attributed their repeated illnesses to this condition. Wraps hanging on wall pegs near humidifiers were very damp at the end of the day. Undue dust was reported in some grinding operations, and in ceramic plants also there was unusual exposure to powder and dust. In the use of rubber, in welding, in soldering there was exposure to fumes, and in a number of instances no really effective measures had been taken to reduce what amounted to hazards in various workrooms.

Lack of good ventilation in other industries was of a different character, as for example in clothing shops or where women were employed in simple bench assembly and inspecting jobs, as indicated by some of the reports:

> Windows closed by new building on one side and work piled high in front of those on other side.
> Windows do not open. No fans.
> Basement workroom, terrifically hot, close, and damp. Few small windows above ground level. No way of heating in the winter.
> Crowded loft room under tarred roof. Sun pours down on huge skylight which cannot be opened. No fans. A young floor girl busy here 10 hours a day, 7 days a week, lifting, folding, and carrying heavy bundles of army coats (10 to the bundle), becomes very tired but does not mind this so much as "the terrible heat, and then the odor of camphor is overpowering."

Conditions in some of the ceramic departments elicited many comments:

> The dust is everywhere.
> Powder makes the throat dry.
> Many quit after working 1 or 2 days in the powder-filled air.
> Girls from other departments refuse to be transferred here.
> We suffocate if we wear those masks.
> The heat from the ovens is terrific.
> We asked for fans but never got them.
> The girls near the ovens say they'll quit unless something is done about the heat.
> Skylights, only one of which opened, were the only ventilation for fettlers working in the dust near the ovens.

### Aisles and stairs.

Orderly arrangement of work and work tables is fundamental to the safety of workers. If crowded and cluttered, the value of wide aisles is reduced if not entirely lost, and danger lurks where floors are worn and slippery; yet neglect of such obvious hazards was indicated in several reports.

> Aisles were narrow and crowded, floors were covered with litter.
> Aisles jammed with goods.
> Stairs between cutting and operating floors were steep, narrow, dark, no lights.
> Floors rough, uneven, broken, and patched in spots.
> Open unguarded window alongside stairs.

### General safety.

As a whole the employers were safety conscious, but here and there careless disregard of some of the essentials was all too evident.

For instance, in an occasional workroom there were unguarded setscrews and belts and in some textile departments there was a maze of overhead shafting and belts. Added to this, many of the floors were oil-soaked and slippery and, as already described, aisles very narrow and congested.

One factory with a bad reputation for accidents was known in the neighborhood as the "slaughterhouse." Comments in the Women's Bureau agent's report read "aisles narrow," "stairs steep, narrow," "machines so close that operators crawl around and under them to remove containers from back of machines," "some unguarded parts," "no cot, no nurse, first aid in charge of girl worker, sink dirty, bandages exposed on open shelves." Other bad conditions described were "no rest room," "toilets lacked privacy, as compartments had no doors."

Comments from other reports on first-aid provisions indicate conditions more or less typical in 8 firms.

No first-aid facilities.
Employees trained in first aid only persons responsible.
First aid in charge of 3 men only, though vast majority of plant are women.
Nurse on first shift, first-aid worker on second. No one on third shift.
No first-aid room or any place to put an ill or injured person except on a cut of cloth on the floor or on the table.
First aid in charge of girl worker who seems very careless about washing hands, sterilizing, and so forth. The cot is dirty.

In contrast were many descriptions of hospital rooms with modern therapeutic equipment, of clinics conducted for employees, of trained nurses in attendance 24 hours a day, and of preemployment physical examinations followed by regular check-ups.

"Suitable" clothing was the standard in most plants and uniforms of specified style and color were required in very few establishments. The occupations of well over two-thirds of the women employed as inspectors, bench hands, and so forth did not call for any special safety precautions in the matter of dress. However, the attention of 15 firms was directed to the very obvious need of safety caps in machine shops, goggles in some grinding occupations, and the danger of toeless and high-heel shoes.

### Seats.

A seat should be available whether the job calls for sitting or for standing, in order that from time to time the worker may momentarily lessen the fatigue from remaining in the same position. It is a recognized fact that as fatigue increases, efficiency decreases, yet where the most strenuous work was being done by women, inspection reports read as follows:

No seats in weave room.
Only an occasional box in card room.
No seats whatever for mule and ring spinners, spoolers and winders.
Braiders stood as they watched their machines. No seats.
No seats in inlay department or sample room, tube department or packing department.
No seat available for examiners. Manager complained that girls don't last long on this job.

In other cases reports described inadequate seating, and while the work was less strenuous it was most exacting:

Twenty-five assemblers, crowded elbow to elbow, sat on a long bench at a table. When one moved it disturbed all the others.
Girls on assembly were seated on stools too high for work level and knees would not go under table.
There are boxes around and we can sit a moment if work is slack.
If the machines are running smoothly, we combtenders sometimes sit on one of the cans to eat for about 10 minutes while we keep an eye on the machine. Winders also sit on the cans.

Nurses in the textile plants referred to the unusual prevalence of varicose veins among the women, which they attributed in great part to the constant standing or walking required by their jobs with very rarely a chance to sit down. The women themselves, who were largely middle-aged or older, often discussed it. "Young girls quit; they can't stand it, the heat, the dampness, the aches."

## Job strains.

For the most part work was light and did not require much physical strength, but there were exceptions where a little consideration of easing the job would have decreased fatigue immeasurably. For example, in one factory the agent pointed out that short workers obviously were having difficulty straining to reach parts of the machine. The foreman replied that he always asked for tall girls for those machines but that was all the good it did.

A few women were operating heavy "kick presses" and "jump presses." In one department where the operators were on a production bonus it was the firm's policy to hire only young women for this job, as they considered it too hard for older ones. An operator only about 20 years old already had varicose veins. She said that jumping two to three times on the treadle at each operation was a great strain on feet and back.

Another whose work required continuous standing and lifting a tray weighing about 25 pounds every 2½ minutes commented, "This is a woman's job all right, all work and no pay." (Her average piece-work earnings were about 55 cents an hour.)

In one plant huge pieces of fabric were spread on the floor for the cementing of the seams. The workers had to stoop over on their knees or squat on the floor and slide along as they worked. Every interviewed woman employed here, whether hers was a cementing job or not, commented on the work.

> It is very hard on hands and knees.
> I can use the money but I'm tired, I'm always tired.
> The company hires cheap engineers. We work with a cement that gags us.
> Fumes from cement make you drunk.
> It takes strength; you have to be extra husky to stand it.
> The benzol makes us faint sometimes.
> Only those who need the work stay.
> Many come and leave. They get sick from the fumes.
> I used to be polite and ask off, now I stay off.

Very different from the physical exertion required in the heavier jobs was the boring monotony described by a girl in a mending department: "I sit all day and look and look. Most of us wear glasses"; or by the woman who worked as an inspector 9 to 10 hours a day and who commented, "It takes it out of you. You wear your nerves down and it makes you irritable."

A rest period to ease the eyes, a seat for occasional relief from the fatigue of continuous standing, or a simple change in the job operation to lessen the weight and reach would have reduced fatigue and strain in practically all cases.

## Service facilities.[9]

In most cases management realized that with the rapidly expanding force of women there was increasing need of adequate service facilities, often difficult to obtain under priority regulations. In anticipating this expansion many had foreseen the difficulties of coping with the situation of limited supplies and so were ready when expansion came. In other places toilets and washrooms were inadequate to the point of congestion, making it doubly difficult to maintain a satisfactory standard of cleanliness of lavatories and an adequate towel supply. Since most women are more affected than men are by dirty, dark, badly ventilated, and disorderly surroundings, it is important that workrooms and all service facilities be kept at least decently clean.

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[9] For lunch facilities see pp. 20-24.

In 38 plants washrooms were crowded, cluttered, and indescribably dirty, and in 10 plants the employment of matrons was recommended to have the sole responsibility of maintaining high standards of cleanliness and to see that the women employees made the best use of the facilities. Other suggestions made were for providing lights in dark toilet compartments and doors for toilet units in a few mills and factories so as to secure privacy. Where roughly improvised toilet rooms had been constructed in workrooms, with partitions reaching only part way to the ceiling, measures were suggested for completely inclosing such rooms and providing for ventilation other than through the workrooms.

Drinking-water facilities were noted as inadequate in some plants; in one the only bubbler was located at the entrance to the men's room. It was of the insanitary type, with a vertical jet falling back on the orifice, and the flow of water was so low as to be almost nil at times. In another instance there was but one fountain for the entire plant, employing a few hundred, and there was no water supply whatever on the balcony where many worked.

Rest-room conveniences were entirely lacking in a number of factories and in others they were wholly inadequate. Some of the inspection reports on rest rooms read "only benches," "no easy chair," "not a cot in the plant," "guide explained that if a girl isn't well she can lie on a pile of goods (fabric material) on the floor," "in case of illness stretch out on bench." Dressing rooms too needed attention in some places; for example, the one in a textile mill supposed to accommodate 200 women of which the agent reported, "Only 4 lockers and a few wall hooks in very cramped quarters." In contrast the dressing room in another plant is described as "ample, clean, and well kept."

## ABSENCE AND TURN-OVER

Among the topics covered in the plant interviews were absence and turn-over, and it was apparent that the "uneasiness" of the times, coupled with increased difficulties of adjustment to longer work hours and other plant conditions, was reflected in some increase in absences and quits. Expanding employment in many industries gave ample opportunity for job hunting, and when one considers the unfavorable conditions under which many employees were working it is not surprising that they were trying to better themselves.

Amazingly few firms had made any analysis of causes of absenteeism or turn-over or had definite records showing the rates in either case. Most were inclined to dismiss the subject with generalizations. Of turn-over they said, "practically none," "too small to reckon," "very low," "fairly stable," "about average"; or on the other hand turnover was reported as "increasing," "higher recently," "very great," "fairly heavy," "losing our best workers," "terrific, for the young don't take their work seriously."

Of the 121 firms that made some statement about turn-over, 95 reported it as "low" or showing "no increase." In other words, it was "no problem," but for the other 26 firms it was increasing and in a few cases badly out of control.

Firms seemed less aware of the problems of absenteeism than of turn-over, and only 90 made any generalizations about it. Of these, 64 said it was "normal," "not noticeable," "nothing to complain of," "no alarming increase," "generally excellent." Twenty-six reported the opposite picture, saying it was "increasing", "becoming a problem," "bad on Monday," "fair but too many off on Saturday," "higher since hiring women." The 26 firms reporting turn-over as a problem were not in all cases those that reported absenteeism as high.

Almost without exception, in those plants where the general impression of management was that turn-over and absenteeism were high, explanation for much of this could be found in work conditions as disclosed either in reports of the factory visit or in interviews with the employees such as have been listed in the preceding pages.

For instance, in a factory where the manager reported turn-over as "terrific," 60 cents an hour was reported as the usual maximum earnings for experienced workers in power sewing and electric fabric cutting.

Another owner said, "Whenever Company X advertises for girls, we can count on losing a lot of ours the next day." Every girl interviewed from this firm was critical of the wages. After working here 2 years, carrying bundles, turning collars, and so on, a floor girl still was earning 40 cents an hour. Others on more skilled operations, as pocket and collar setting, were averaging around $25 to $30 a week.

Turn-over was reported as "fairly heavy" by a long-established firm that had expanded considerably for war work. That it was "fairly heavy" was very easy to believe, for of the employees visited, all of whom were selected by the firm, few had been with the company as long as a year. The employment of the others had been limited to a few weeks or months.

The firm's beginning rate was 40 cents an hour and the women's usual rate was 50 cents; a supervisor was earning 55 cents an hour, but this included the special bonus for work on the second shift. The following are some comments made by the employees. They give further indication of why the turn-over was high:

> Girls complain more about wages than anything else. They leave after getting experience because then they can make more in other places.
>
> After a few months the new girls make the same as older employees.
>
> We're not complaining of the hours; we have to work all 7 days to make any money. (Work schedule called for 7 days a week.)

Another small clothing manufacturer said he had 50 replacements a month. The report of the Women's Bureau agent who visited his plant, as well as comments of his workers, none of whom had been employed there over 6 months and all of whom had been recommended by the owner for interviews, pointed to conditions which might well have been the cause of his turn-over troubles. They reported a steady grind of 53 hours a week under driving pressure to finish heavy army coats. Pressers were working under the handicap of antiquated equipment in bad repair and there was no means of escape from the excessive steam and heat which sewing-machine operators working alongside the pressers found unbearable. Sanitary arrangements were limited and roller towels were changed only twice a week.

In summing up the situation in one factory a woman remarked: "This factory is not a sweatshop, but one or two foremen who are trying to make a record for themselves bring undue pressure for production. Mr. ——— is one of the finest employers you would want to have, but the people he hires for bosses are not so good and the girls won't put up with them."

Management had made a few efforts to improve high turn-over with more or less success. One said it was "lower since the second shift was abandoned," employees here being chiefly young women on sewing operations. But the most outstanding example in reducing turn-over was made by a firm reporting that it had been "terrible" for the past year but had decreased noticeably with a recent increase of 50 percent in the wage scale.

One company that in converting to war products had lengthened its hours to 10 a day and 54 a week reported the increase in absences as "noticeable and serious." Management attributed it to the longer hours.

> This year has opened up a picture that is new with the longer hours. Many employees simply cannot work the 10-hour day for any period of time. At present a large number of people are employed who are not physically able to cope with the long hours and the increased rate of production. Saturday absences may be due to an accumulation of weariness from the long days.

This company also attributed some of its turn-over to a general spirit of restlessness that was evident everywhere.

No understanding of absenteeism is possible without some information relative to women's home jobs of housekeeping and homemaking. For this reason, among the questions asked the women interviewed was whether or not they carried the major part of the housekeeping load. Of the married and widowed group slightly less than three-fifths had young children. Many said they had help with the washing, or a relative did the shopping, or a daughter did many of the chores. In fact, others helped to such an extent that many reported they "shared" the household cares rather than carried the major responsibility. Occasionally a woman had "paid help once in a while. I couldn't do my job unless I had some help." However, two-fifths of all the women living at home carried the major load with little or no assistance from others, and about three-fourths of the mothers, not a few of whom had as many as 3, 4, or 5 children, had this heavy responsibility in addition to the factory job. A mother of 3, ages 11, 12, and 14, herself a widow who worked 8 hours a day and 6 days a week, said she had "everything to do—cooking, cleaning, sewing—work all the time—never time to rest." Single girls also had home responsibilities, as in the case of a young woman who was keeping house for her father and brother. She was getting the supper when agent called on her, at 7 o'clock, after she had worked a 10-hour day in the factory. As she described her cares, tears came to her eyes. "No kidding, I'm so tired sometimes I don't know whether I'm coming or going." She cleans and bakes nights and Sundays. "I don't have any time to go out." Then with more enthusiasm she spoke of her factory job: "It is a good place to work; it is the easiest work I ever had." (She had done housework and laundry work previously.) "My job never makes me tired. I can get out my quota easily."

In one or two firms overworked personnel directors suggested that the Women's Bureau agents visit some of their chronic absentees. Among these and others interviewed were women of all ages, with long and short work histories in various industries. Most of them had heavy duties at home, a condition perhaps contributing as much as the physical requirements of the factory job to the lowered energy and fatigue of which so many complained. The story of one of them is typical of many of the others. In this case a mother of two children aged 5 and 7 had managed to work 2 years in the factory that fortunately for her was within walking distance of her home. Her main problem was securing adequate care for the children 6 days a week and 7 days when she worked Sundays. She explained further that she could make better arrangements if she could "work steady on the day shift," for she was rotating weekly on a work schedule from 7 a. m. to 3:30 p. m. to one from 3:30 p. m. to 12 midnight. Her husband was away from home most of the time and a niece, a high-school girl, and also a brother of 16 years had been "coming to help out." Even when she was on the first shift it was impossible to depend on the day nursery, as it did not open until 8 in the morning. One of her final comments was, "I may have to give up my job."

Another worry of the mothers was the lack of permanency in the arrangements they could make for child care. Even when home affairs were running smoothly, past experience had taught them how temporary the present program might be and how suddenly and without warning it might collapse.

In an effort to overcome the irregular attendance of the work force a number of firms had resorted to punitive measures, some so extreme that they might easily increase rather than decrease the instability. Such was the policy of discharging employees if absent except for illness, reported by a few companies. The policy of others was to remove names from the pay roll after very short absences, necessitating the routine of reinstatement upon return to work and occasionally entailing a physical check-up by plant medical departments.

More effective measures were in use elsewhere. In several firms that realized that illness is the cause of much absence, plant nurses called at the homes of those reported ill, and it was also customary on the worker's return to report to the medical department. Following this policy of investigating each absence, many had effected a marked improvement. The most outstanding change was reported by a large firm employing hundreds that reduced absences by as much as 80 percent by this method.

The interviews do not indicate to what extent transportation was a problem, as addresses for home visits were selected when possible with a view of economizing the time and effort of the visitor. In consequence, over two-fifths of the workers visited lived within walking distance of the factory, but records of others showed the workdays lengthened at each end by interminable car rides and several transfers.

## MORALE

Naturally, the employees were more happily adjusted to the work in some establishments than in others. Judging from the attitude of the workers visited, the morale was very low in some 20 plants. The women from these plants seemed to be unaware of the importance of their jobs to the war effort; they had no enthusiasm for their work and were lacking in respect and loyalty to their firms. Though this extreme indifference was not true of any great number of companies, employees in at least one-third of all the plants had no conception of their job responsibilities; theirs was merely work to be done and they would do it. On the other hand there could be no doubt about the importance of the war effort in the minds of many girls like the one who, after discussing the fatigue resulting from the 9½-hour day on 6 days a week, added eagerly, "But they don't push us and they're so good to us that we're glad to work like that. I would like my Saturdays free but during these times we're all pulling."

As always, there were clashes between personalities. If the difficult person was not the foreman, it was some other of the "bosses."

> Some of the bosses holler and talk to the girls like dogs.
> Too many bosses put us on edge.
> Mechanics do not keep the drills sharp, especially at night.
> Not enough supervisors. (By inspectors not sure what "to pass" and what "to throw out." Apparently the tendency was to approve when in doubt.)

An analysis of the standards and policies in the 20 plants with the lowest morale among the workers explained in many cases the unhappy adjustments and this all too evident lack of interest and loyalty. Not all the gains from good ventilation, cleanliness, and adequate service arrangements can be measured directly in terms of production. To illustrate the relation between bad plant conditions and low plant morale, case histories of four plants follow. All represent admittedly extreme situations and are not typical of the group, but they do indicate how great an effort some concerns must make before their employee attitudes can be changed. Use has been made of both plant-inspection reports and employee interviews.

### Plant 1.

Hundreds of women were employed here; in fact, women constituted about two-thirds of the working force. Their occupations were chiefly assembling and inspecting small parts, many infinitesimally small yet vital to the war effort. Nothing could be more "awfully tiresome," more "monotonous and deadening." Those of the workers who were interviewed represent a cross-section of the group and various occupations in all parts of the building. The interviews described the girls who supplied the information as conservative, cautious, fair, reluctant, refined, and only one as aggressive.

The many repetitions in their statements showed agreement not only among the women workers themselves but with the report of the Women's Bureau agent who went through the factory. The low state of morale in the plant undoubtedly was due in large part to the physical conditions throughout the factory. Though complaints were made about wages, which ran around $17, $18, and $20, adjectives sometimes failed the women in attempting to describe their shop environment.

The briefed comments that follow suggest only mildly the actual conditions:

1. From agent's report.

Definite need of paint and repair. Floors unnecessarily filthy from dirt and grease. Toilets inadequate in number and filthy. Cafeteria dirty, dingy. No rest room. Very inadequate cloakroom; nails and hangers in compartment adjoining only 1 of the 5 toilet rooms. Plant unusually hot. Nurse's report shows that many faint from extreme heat.

2. From interviews with women employed.

*General repair and housekeeping*

The roof leaks in many places and the floors are a mess.
You should see us fly to pull the work around when it rains.
Rats as big as cats run around the workroom and roaches crawl up the walls.
The company rents the building and it has not had much repair for 30 years.
There just doesn't seem to be anybody there to keep things nice.
The whole place is run down.

*Ventilation*

Nothing to blow out the air. Small windows on one side and only a few will open.
The heat was terrible. I work next to the ovens. (Had fainted.)
It is hot to work there. A fan is brought back and forth; sometimes we have it and sometimes we don't. It doesn't belong to us.
The taste of paint is in your throat all the time. (One of the few spray painters. Solderers also complained of fumes.)

*Toilets and washrooms*

They are too dirty to talk about.
The floor is cleaned once a week and most of the time it is terrible.
Half of them don't flush.
Wash bowls don't drain well.
The doors are broken and don't fasten.
Clean sometimes and sometimes it isn't.
Present carelessness of girls due to spirit of revenge for lack of nicer facilities.

*Cloak rooms*

You put your coat where you find a place to hook it up.
Hang coat on the pile; not room for all. Can only get a hanger when you duck one so the others can't find it.
No place to put anything.

*Rest room*

There is not a chair in the place. If a girl feels sick there is no place to put her.
I hear that some places have nice rooms with lockers, chairs, and magazines.
There is not a chair in the washroom except a three-legged one that throws you.

*Cafeteria*

It is too dirty for people to eat in. The roaches and birds keep it dirty.
Too many cockroaches, rats, and birds.

*Drinking water*

There are bubbler fountains but the flow of water is irregular and sometimes barely comes over the mouth of the fountain.

**Plant 2.**

In another plant, relations between management and labor had been strained almost to the breaking point, but on talking with some of the women employed it was not difficult to discover the causes. In this case also the company cooperated in furnishing names and addresses of employees, and the Women's Bureau, at the request of the company, summarized for it the outstanding comments covered in the home interviews, of course without identification of employees.

Most of the women interviewed, aware of the delicate relations, were reserved in their comments. None were emotional, yet it was apparent that failure in the past to recognize the importance of human relations had left resentment. Few women realized the importance of their jobs to the war effort and, except in a very general way, they did not know the ultimate use of the small parts on which they were working. Their attitude was, "It is cheap stuff. It doesn't matter how many we break." Ignorance of elements used in the composition of the material made it a mysterious evil, a something to be feared and a something much discussed by the employees. It was variously reported by several to have been the cause of bad coughs, of sinus, throat, and eye infections as well as skin rashes, yet little had been done to dispel their fears or to control the hazard, which management claimed was imaginary.

Management agreed that criticism of the inadequacy of job training was well founded, as was that of idle equipment and the very low staffing of the second and third shifts. Under these circumstances, the employees argued, it was no worse for a worker to be absent than for machines to stand motionless. Their references to absences and quitting the job were most frank. The 7-day week coupled with home responsibilities accounted for much of the absenteeism. The 7-day week had been exhausting, and though the work schedule had recently been reduced to a 6-day week they found that it still was necessary to take a day off now and then to keep up with even a limited amount of household duties. The women volunteered the information that, as an absence report was required on return to work, they customarily said their absence was due to illness, regardless of the actual cause.

The workers' repeated references to "wooden benches," "crowded toilet rooms," "no lunchroom," "no rest room" indicated the need of improved plant facilities. Almost all those interviewed referred to the ventilation, complaining not only of the "cold in winter and heat in summer" and "the floors over the ovens too hot to stand on," but "the gas fumes that make us faint; they had to stretch out a dozen of us at once on the grass." Management was said to be working on the problem of fumes but it was a condition of long standing.

Here too, as elsewhere, wages were a cause of much ill feeling. The plant had earned a reputation of paying low wages in the past and had much to live down. Management was aware of the fact that frequently green girls came here to gain machine experience and left for better pay elsewhere as experienced operators.

**Plant 3.**

Excerpts from the agent's report on another plant in the low-morale group indicate especially bad working conditions. "Inadequate means of ventilation. Women have left because they could not stand the strong fumes from the synthetic rubber with which they worked. Not a seat in some departments. Stools in others, but not adequate. No lunchroom and no provision for food. No dressing room but nails in wall of toilet room 12 inches too high to reach conveniently. No place for shoes. Room disorderly. No space set aside for first aid." But the women workers who were interviewed from this factory stressed chiefly the fatigue, strains, and hazards of their jobs. It is noteworthy that though in practically all plants employees were glad to work overtime for the extra money, in this instance where there was no overtime they expressed relief that the workweek was not longer than 40 hours as their jobs were so very tiring. They had no desire to work overtime in spite of its extra compensation. "I would rather have Saturday free even though I lose the extra overtime money. I get very tired."

They referred to the strain of holding the arms at head level to work. Others had a strenuous and disagreeable job winding canvas from heavy rolls very tightly around large frames and then applying a liquid rubber coating. It was necessary to work in a team of two in order to pass the canvas roll back and forth securely. Everything they moved or handled became smeared with rubber, that ruined coveralls and shoes. To get hot water for washing, the girls carried it in buckets from the boiler room. To cap the climax, the production rate had been doubled but at the same time the piece rate had been cut.

### Plant 4.

In a plant that had recently converted to war work making very small metal parts, management was much disturbed because their younger women employees were constantly "job shopping" and other firms were pirating their labor by offering better jobs at better pay. They said that girls were absent more now than when they had been on civilian production and that they did not work so hard as they had done in peacetime. They complained that their labor troubles were almost beyond control, and that the grievances usually involved the women and seldom the men. Incidentally, the men as a whole were an older, skilled, and experienced group of workers, holding the key jobs, while the women constituted over two-thirds of the force and were decidedly young, with little or no work experience.

The director of personnel attributed the increasing absences to the fact that the women were making more money now and could afford to take a day off.

But most revealing were the comments of the women whose names and addresses were furnished by the company. The matter of wages was a sore point with them, in spite of the fact that within the year the starting rate had been raised from 35 to 45 cents and most women were now on the 45-cent rate. Further, through recent union negotiations, when girls had been with the firm a year they received an increase from their former 40-cent rate to 50 cents; but girls longer with the firm had not fared correspondingly well. One woman, after 7 years of service, was earning 54½ cents an hour. All realized that many plants had higher wage scales and felt that there was little chance of advancement in the job or wages here.

Another reason why many did not stay was the nature of the work. Those with experience described the starting job as monotonous and tedious. "The girls don't like the job. It is constant hand rubbing and often irritates the skin." An older woman commented, "If they would stay long enough they'd get used to it."

The plant was operating a 10-hour day and 54-hour week, exclusive of a break at noon of half an hour. A rivet-machine operator complained that it became very fatiguing and she had noted a definite lag in her production toward the end of the day. Another young woman who found the overtime too much felt that the overtime pay could never compensate for the increased fatigue. Other vexing little annoyances were complained of. The women felt that they were "being watched constantly," and as an example of policing they cited the locking of toilet rooms and the need of signing for the key. The girls objected to being "bawled out" if away from the work bench more than 5 minutes. They insisted that management discouraged their washing up even when they did it after the quitting hour on their own time. Though seemingly trivial matters, such things as these point to beginnings of maladjustments that may lead to real issues. Nothing could be worse for morale and efficient production.

○

LONG HOURS And LUNCH PERIODS

(NO BULLETINS)

UNITED STATES DEPARTMENT OF LABOR
FRANCES PERKINS, Secretary
WOMEN'S BUREAU
MARY ANDERSON, Director

# British Policies and Methods in Employing Women in Wartime

By
JANET M. HOOKS

BULLETIN OF THE WOMEN'S BUREAU, No. 200

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# Letter of Transmittal

United States Department of Labor,
Women's Bureau,
*Washington, May 22, 1944.*

**Madam**: I have the honor to transmit a report describing the step-by-step development of the British Government's program in the employment of women in the war emergency.

Though Great Britain and the United States differ in such fundamental matters as size and political structure, subjection to bombing and imminence of invasion, there remains close similarity between the two countries in the seriousness of labor shortage, the necessity to resort to inexperienced woman labor, and the difficulties of migration, training, absorption, and maintenance of morale. For this reason the experience of the older country has been, and must continue to be, of the greatest usefulness to the United States.

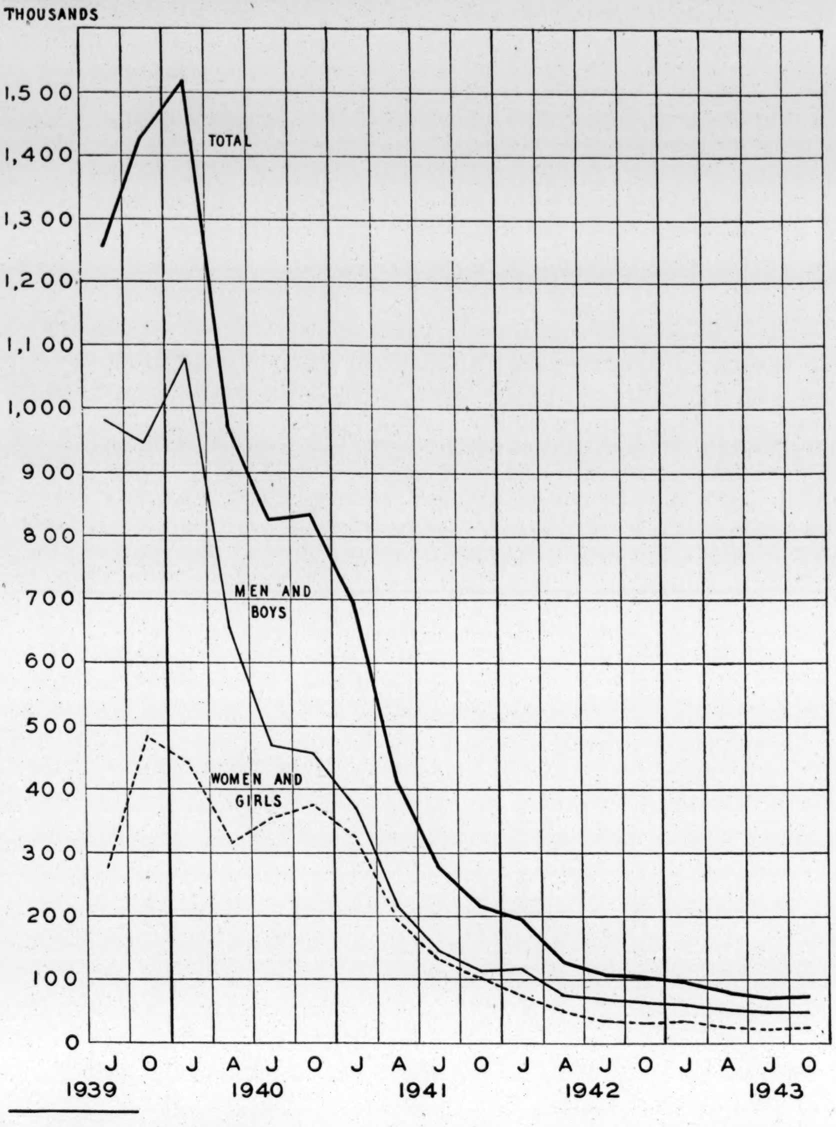
The report is the work of Janet M. Hooks, of the Research Division. The office of Mr. A. McD. Gordon, Labor Attache to the British Embassy, has approved this document.

Respectfully submitted.

Mary Anderson, *Director.*

Hon. Frances Perkins,
*Secretary of Labor.*

CHART 1. NUMBER OF UNEMPLOYED PERSONS ON THE REGISTER OF EMPLOYMENT EXCHANGES, GREAT BRITAIN, BY QUARTERLY PERIOD JULY 1939 TO OCTOBER 1943 [1]



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[1] Ministry of Labor Gazette.

# British Policies and Methods in Employing Women in Wartime

## I. GREAT BRITAIN AND AMERICA—MUTUAL PROBLEMS AND LESSONS

The British program for the mobilization of women into industry and other war services has been planned and carried out on a magnificent scale. The experiences encountered, the difficulties met, the schemes devised, the knowledge developed in the course of this program can be of great assistance in the meeting of various needs and avoiding of many pitfalls in the United States. Along numerous lines much can be learned as to what action has been effective and what methods have proved unsound.

Many of the problems with which authorities wrestle in the United States can be recognized as identical with those of British experience, and since Great Britain has been longer at war, its opportunity to perfect plans to resolve these difficulties has been greater. Such experience and plans include the following, to all of which much attention has been given in Great Britain: Constructive plans for reducing industrial absenteeism and accidents among women; striking rediscovery of the established fact that indefinite lengthening of work hours does not in the end increase production; effective provision of suitably nourishing food in factory confines and in the community, with the no less important provision of adequate time for its consumption; training within the plants; efforts to forestall the undermining of women's health through excessive fatigue from long work hours, family burdens, and war pressures; schemes devised to give adequate community aid to women in their job of homemaking and family care added to factory work and war services; the thorny problems of an equal-pay standard for women on war jobs new to them; devices put into effect for extending the labor force by a utilization of part-time workers; and finally, the constructive plans for the period after the war, which recognize women's needs to a far greater extent than ever before.

Particular emphasis should be given to the place that women themselves took quite early in the planning for women. In recruitment, women from the staff of the Ministry of Labor and National Service were from the first interviewers of women. The Minister of Labor very promptly armed himself with a Women's Advisory Committee, composed of labor women, women members of Parliament, and other women leaders. It was this committee that recommended the conscription of women. Though it was nominally an advisory committee, in practice the advice of this group was never disregarded. Responsible women's groups have been constantly active and in some measure successful in seeing that women are placed in responsible administrative positions having to do with policies affecting women and that avenues of training are created for women or opened to them.

It is true that British authorities do not consider that all the methods tried were sufficient, complete, or even successful. It also is true that because of different situations in the United States certain of the methods used in Great Britain are not suited to application in the United States. For example, Great Britain found necessary the universal compulsory national service of women, preceded by national registration. That country faced a general crisis that has not developed in the United States, and the program in the two countries functioned under quite different circumstances.

In contrast to Great Britain, with about 46 million inhabitants occupying less than 95,000 square miles, the United States has over 132 million people occupying over 3 million square miles, or less than one-tenth the density of the older country. Because of relatively greater mechanization of American industry, productivity per worker is considerably higher than in Great Britain. In Britain labor was the factor of primary importance, and a general labor shortage developed, while in the United States acute shortages were localized. Further, the trade-unions, responsible and accepted organizations in Great Britain, supported the program and helped to administer it. Finally, the air bombardments and the imminence of invasion created a very different psychological atmosphere in England, so that the need for extreme measures was readily accepted by all.

In November 1943 the Management-Labor Policy Committee of the United States, composed of representatives of labor, agriculture, and industrial management, reported to the chairman of the War Manpower Commission that the solution of the Nation's manpower problem should be sought along lines other than compulsory war service legislation. The committee declared that current acute shortages and difficulties were due not to inadequate over-all labor supply, but rather to dislocations, deficiencies in planning and administration, and ineffective manpower utilization.

Attention also should be called to the vast difference between Great Britain and the United States in administrative organization, and hence in the possibilities for a unified development of policies. The British Ministry of Labor and National Service is the central administrative and enforcing body having complete authority for the Crown over recruitment for industry and the armed forces, war production, and all policies having to do with labor. In the United States administration of provisions affecting labor is, for the most part, the specific function of the 48 separate States. Federal authorities in this field have a capacity that is chiefly policy-making and advisory, and the functions dealing with the problems of recruitment, war production, and labor conditions in general at the Federal level are lodged in separate agencies.

This report is based chiefly on various British official and unofficial sources, including publications of the Ministry of Labor and National Service, reports of the House of Commons and of special Parliamentary committees, material furnished by the British Information Services, as well as leading British newspapers, periodicals, and other publications. The Women's Bureau also has received information directly from persons and agencies in England concerned with the mobilization of womanpower or with other aspects of the problems of British women in wartime.

# II. MEETING MANPOWER NEEDS THROUGH BETTER UTILIZATION OF WOMANPOWER

Registration of women and their direction into industry, calling up of women by age groups for service with the armed forces, and restriction of the hiring of women to the employment exchanges or certain other agencies—these principles were already well established in Great Britain early in 1942. The period following was characterized by the application and extension of the program. As limits to further recruitment of women were approached, greater attention was focused on better utilization of the labor available by introducing methods to increase productivity, to improve utilization of labor, and to reduce absenteeism and other forms of manpower waste. These included efforts toward better planning for plant health and safety, suitable food, adjustment of work hours, further provision of community services, and other methods.

## INSIDE THE FACTORY

### Hours of work.

At the outbreak of the war the standard workweek in Great Britain was about 48 hours. Legal limitations affected only women and young persons and special groups of men. For the most part, limitations on hours of work for men were controlled not in the law but by provisions in the collective-bargaining agreements, which established overtime pay at higher rates after 47 or 48 hours.

Numerous investigations made in Great Britain and elsewhere for many years had demonstrated over and over again that while marked extension of hours on occasion increases output for a limited period, continued long hours cause the rate of output to drop. Nevertheless, many of these lessons were disregarded in Great Britain under wartime pressures, with the inevitable result of lessened output through excessively increased worker fatigue. This further striking demonstration of the disastrous effects of overlong work hours is another link in the chain of warnings against any repetition in the United States of similar mistakes.

When the war began, hours restrictions in munitions plants were relaxed, and after the collapse of France they were ignored. The immediate effect of lengthened hours after Dunkirk was an increase in output. But it soon became apparent that production could not be maintained indefinitely at the level then reached. The Minister of Labor reported in March 1941 that hours still were unproductively long in many cases and recommended that maximum hours for women should not exceed 48 to 56, depending on the type of work. At a meeting of production engineers in early 1942 it was agreed that hours in industry were too long and that output per man-hour was not only lower than it could be but deteriorating. In the summer following, hours still exceeded 55 a week for women in two-thirds of the 42 Royal Ordnance factories engaged in engineering. It was not until late in

1942 that practically all these factories (39) had weekly hours of 55 or less for women.

General British policy as to hours in wartime was that exceptions to the Factories Act of 1937, where necessary, should be made only in a regularized fashion and on an individual-firm basis, principles still largely adhered to at the beginning of 1944. An emergency order covering workers in engineering, metal, motor vehicle, aircraft, tool making, electrical cable, wire rope, and shipbuilding firms allowed the District Inspector of Factories after investigation to authorize special schedules for women up to a maximum of 60 hours. Another emergency order applying to industry in general allowed increased hours for women if special permission were obtained, up to a maximum of 55. In addition, individual orders allowing slight variations were obtainable directly from the Ministry of Labor headquarters.

Emergency permissions applying to both women and young persons increased as the war continued. At the end of 1940 they were in effect in 6,500 establishments, at the end of 1941 in 11,000, and at the end of 1942 in 19,000. The Minister of Labor stated, however, that the hours authorized often were shorter than could be worked under exceptions to the ordinary law permissible for limited periods.

Much evidence developed during the war to show that excessive hours had detrimental effects on health, accident rates, absenteeism, and turnover. From the point of view of optimum war production, moreover, British experience repeatedly demonstrated that hours should not be too long. For example, in a group of 115 women employed chiefly in mechanized work, though production increased by 26 percent in the first week in June 1940 when the hours were increased from 56 to 69½ a week, it showed an almost immediate drop below that peak. The increase was only 15 percent in the next week and 11 percent in the following 2 weeks. About 5 months later, when a steady relation between output and hours appeared to have been reached, output was practically the same as in the pre-Dunkirk period, despite the fact that hours were longer by almost one-fourth. In another instance, women's hourly production rate on lathe work, cable work, and coil winding was 106 when they worked a 2-shift system averaging 41¼ hours a week, in contrast to an hourly output of only 94 when they worked a straight 48½-hour week.

The increased use of women in war production intensified the problems of hours of work, since this question is of especially great importance where women are concerned. During an investigation by Mass-Observation, an independent research agency, workers were asked what improvements they would like in their own jobs. Changes or reductions in hours were mentioned spontaneously by 14 percent of the women but only 3 percent of the men. The double job in home and factory carried by many women made the problem a critical one for them.

One of the most noted British authorities concluded that close following of the Factories Act, which provides for a normal working week of 48 hours, with 54 hours for a maximum of 25 weeks a year, would not reduce output and would lessen absenteeism.

**Part-time work.**

About 700,000 women were doing part-time war work in Great Britain by the fall of 1943. Efforts to promote the use of part-time workers, which became a feature in manpower planning during 1942, increased as the reserves of full-time labor became depleted. In this way many women were able to participate in war production whose domestic responsibilities would not permit them to engage in full-time work.

An indication of the possible effect on output of part-time work was reported by an aircraft factory with a carefully planned and highly successful scheme. On one operation the output of part-time women was nearly one-third above that of full-time men in the same length of time. On another operation the average output for part-time workers was 3.3 units an hour compared to 1.75 for full-time women. Absenteeism in 1 month was 5.5 percent of planned hours for part-time women compared to 17.5 percent for full-time women.

Jobs best suited to part-time work proved to be those that could be completed in one part-time shift (most commonly a half day), those not affecting the general rate of production, and those that were clean and light. However, operations not completed in a half day worked out satisfactorily when containers were provided to store uncompleted work or when workers were assigned in pairs. Further, in some cases it was found that monotonous or heavy operations were better suited to part-time than to full-time women workers. For example, the conditions in which women produced air screws, which were processed under heat, led to a big drop in output after 5 or 6 hours, while the substitution of part-time workers on 4-hour shifts resulted in an increase in the output over 8 hours.

Among the plants that employed part-time women were producers of electrical products, air frames, chemicals, ammunition and explosives, rubber goods, optical instruments, iron and steel, food products, clothing, textiles, leather, glass, paper, medical supplies, and many other commodities. Jobs done in engineering and aircraft on a part-time basis included machine operations, fitting and assembly, inspection, light laboring, crane driving, timekeeping, and a variety of others. Women were employed successfully on a part-time basis not only in manufacturing but in clerical work, retail trade, essential domestic work in institutions, transportation, and agriculture.

The greatest hindrance to the expansion of part-time work was the reluctance of employers to undertake such schemes. A number of factors had to be considered. It was found desirable to have hours schedules suited to the home responsibilities of the part-timers and to employ those living near the plant. For the most part, pay rates were at the standard scale for full-time workers. However, one employer found that it was better to pay somewhat above the full-time rate to compensate for the time and effort involved, particularly since the part-time workers were not eligible for bonus and overtime scales. While it was difficult to get employers to install part-time work, those who did so and who took the trouble to observe certain basic principles in setting up a scheme usually found a readily available and enthusiastic labor supply. A Birmingham firm, for example, that advertised part-time factory work with an appeal to patriotism obtained an immediate response from 1,600 applicants.

Special arrangements were made by the Government to forestall some of the difficulties facing part-time workers. Part-time workers employed for not more than 30 hours a week on jobs not normally part-time work were excused from unemployment insurance contributions, though health and pension premiums were still payable. Certain exemptions of married women's earnings from income tax served to encourage married women to take part-time work.

Regulations of May 1943 gave the Minister of Labor the power to direct women into part-time work and brought such workers under the control of the employment exchanges. Women with children of their own under 14 living with them were not to be directed into part-time work, and no women were to be assigned to part-time work beyond a reasonable traveling distance from home.

Where, in spite of the development of part-time work, firms still were unable to meet their labor requirements, they were encouraged to try "outworking" schemes. Outwork was carried on preferably as a group activity, on a part-time basis. Regional offices of the Ministry of Production coordinated outwork schemes and suggested suitable operations. The Ministry pointed out in a pamphlet on the subject that outworking would not be encouraged in areas where the labor market was especially tight and that the general use of such schemes was not to be substituted as preferable to part-time work in nearby factories. Types of work included the assembly in a village outwork center of four-cylinder air-cooled engines. Outwork was developed mainly in rural areas, but of the same general character was the plan under which several aircraft firms set up branch establishments in London suburbs to bring the work to the workers. It was hoped that 2,000 to 3,000 part-time women who did not live within reasonable distance of factories would volunteer to do simple assembly work at these branches.

**Attention to safety and health.**

In general, British factory inspectors concluded that women were safer workers than men, though they were reported to be more liable than men to certain types of accidents, such as those due to hair or clothing catching. The Minister of Labor repeatedly stressed the importance of guarding machinery, pointing out that some of the most serious accidents to women were due to lack of proper guarding.

The great increases in numbers of women workers, as well as their inexperience in the war industries in which they were employed under especially difficult conditions, led to a notable rise in accidents. Further, women's jobs were increasingly in the heavy and more dangerous processes, a development that contributed in considerable degree to the rising accident rate. Over three-fourths of the total increase in accidents to women from 1938 to 1942 occurred in five major war industries: Heavy metals, engineering, machinery, light metals, and aircraft. Women's accidents in these five fields numbered nearly 47,000 in 1942, in contrast to fewer than 3,000 in 1938. Women in British factories experienced over 71,000 accidents in 1942, one and two-thirds times the number in 1941 and nearly five times those in the prewar year of 1938.

Sickness absence, on the other hand, generally was higher among women than among men. The importance of the health of women workers to sustained national production was recognized in 1942 by the Select Committee on National Expenditure (originally appointed in

1939–40 to examine expenditures for war purposes) in a report on their health and welfare in war plants. Pointing out that little attention seemed to be paid either to constructive suggestions in technical reports or to results of experience, the committee stated that—

> * * * There is still a heavy and often quite unnecessary loss of working time through the neglect, not only of the special needs of women but of elementary rules of health and welfare.
>
> * * * * * * *
>
> Many of the problems arising in Royal Ordnance Filling Factories today were exhaustively dealt with in a report on a Scottish filling factory issued toward the end of the last war, and yet there are no obvious signs that, when the factories required in this war were being brought into production, those responsible had assimilated and profited by the results of earlier experience.

Factory medical and welfare arrangements were fostered by an order issued in July 1940. In 1942 personnel available for medical supervision in industry included several thousand State registered nurses in industry, 150 whole-time and 582 part-time doctors employed by factories, and nearly 2,000 factory surgeons appointed by the Government to examine on a fee basis juveniles and workers in hazardous processes.

A point of special interest was brought out by British experience in regard to the use of women on heavy work. From a survey of heavy industries such as iron and steel, chemicals, and shipbuilding, the Ministry of Labor concluded that no different standards of health need be set up for women, though adequate facilities were essential, stating:

> It is considered that a normally healthy woman can undertake any of the jobs which have been designated as suitable for women, subject to special selection having to be made in cases where a woman is to be employed on particularly heavy work.

## Feeding the worker.

By mid-1943, works canteens were serving over 51 million meals a week, compared to about 16½ million in 1941. According to an order issued in November 1940, any factory with more than 250 employees could be required to install a canteen if engaged on munitions or Government work, and after April 1943 the order applied to all plants of this size. Canteens were reported operating or being built in 98 percent of the plants subject to the order. Compulsion was used in comparatively few cases, though the number of canteens grew from relatively few before 1940, and confined to very large plants, to a total of over 10,000 three years later. Many of these plants voluntarily set up canteens, recognizing their value to efficient production. The effect on absenteeism was indicated by the experience of a small plant in which the highest number of absentees was 5 after the canteen was installed, compared to an average of 20 before that. Factory canteen advisers were appointed in the Ministry of Labor to advise employers on canteen management, lay-out, and nutrition.

The official investigation into the conditions affecting women in war factories indicated that in some instances not enough time was allowed for the meal period, with the result that girls either bolted their food or continued to eat at their machines. The report pointed out that despite the great progress in the development of canteens, further action should be taken to eliminate short meal periods, to prepare fresh meals instead of warming over food for the night shift, and to have the canteen open so that workers might have a hot drink on arriving, especially if coming any distance.

One of the difficulties in establishing canteens in war plants was the shortage of staff. An important factor was the discontent and turn-over that arose as kitchen hands and cooks, paid in some cases 8d. to 11d. an hour, learned that the women they served earned considerably more.

More than nine-tenths of the individual factories in Great Britain had not more than 250 workers and so were not subject to the Canteens Order. These plants together employed over half of all the workers. Some of these smaller plants established canteens voluntarily, but in general their workers were without eating facilities except as they depended on the "British Restaurants." These public restaurants, sponsored by the local authorities but run on a self-supporting basis and patronized by whole families, in 1943 numbered over 2,100 and served some 615,000 meals a day.

Restaurant eating had not been general in Great Britain before the war, but wartime conditions, the employment of the housewife, long hours, transportation problems, rationing, and split families created a need that the commercial establishments could not fill. Thus, where a British Restaurant existed, the woman worker in a small plant not only obtained the extra ration provided the worker with a canteen available, but in many cases was saved the double job of a long day in the plant followed by preparing meals and otherwise caring for the family. Meals in these restaurants, served cafeteria fashion, usually cost from 10d. to 1s. A survey of diners in London restaurants demonstrated the great popularity of the system and the real need it filled. A considerable proportion had previously depended on a sandwich lunch. Of those who formerly ate at home, a large proportion were women going out to work for the first time. Many of the patrons had become regular customers, in some cases as high as 80 or 90 percent. In some of the smaller villages "Cash and Carry" British Restaurants were set up, where food was cooked and sold, perhaps twice a week, for reheating at home. The more extensive development of such schemes should prove extremely valuable in the United States.

**Training women workers.**

It was recognized early in the war that much the greatest part of the training of women workers would have to be done within the factory through plant schemes or through training on the job. Where the best methods were used, careful selection was followed by training based on principles of time and motion study and of educational psychology. However, some employers considered women suited only to the least skilled, most routine jobs, and planned little training for them. The Ministry of Labor emphasized the importance of a well-organized training scheme in a manual issued in July 1943, focused toward in-plant instruction on production processes. The booklet recommended the appointment of a general supervisor of training, who should be given sufficient authority and standing, and suggested that a woman might well be desirable for this work where large numbers of women workers were to be trained. Further, according to the manual, women instructors might be particularly suitable, especially if women constituted most of the trainees. Other matters requiring attention included the equipment necessary, the content of the training course, the selection and follow-up of trainees, and the general arrangements necessary to insure the well-being of the workers.

At the Government training centers over a quarter of a million men and women had completed training courses for the engineering industries alone by July 1943. Trainees were paid during the course, women receiving 50s. a week with a maximum of 54s. if they passed various tests, men receiving from 71s. 6d. to 77s. 6d. While progress was made in adapting training to the needs of particular plants, in some cases women completing courses were reported to be placed in jobs requiring quite different training or no training at all.

In other cases, however, women with training were placed in skilled work. Jobs of women trained at Government centers included: Charge-hand fitter at a firm engaged on experimental work of high precision; electrician at an aerodrome; welder of marine-engine bedplates; electrical inspector on final assembly and testing of predictors; marking out castings in a foundry; center lathe turner and supervisor for women; toolroom fitter; instructor in firm school for the training of women. Women demonstrators from the Government training centers were sent out to plants to demonstrate the degree of skill that women could reach or to encourage women workers to undertake certain types of work. One such demonstrator, during 9 weeks with a firm, trained 14 women setters in operations on 6-pounder shells and mine fuses.

Training courses to prepare women for technical and supervisory work were set up in May 1939 by the Women's Engineering Society and later integrated with the Government schemes in technical colleges and in training centers. The foremanship lectures organized by the Government in December 1941 were opened to women as well as men. Subsequently courses were set up especially for women supervisors. These lasted 30 hours and were held outside of working hours for women already employed in war industries. Though women supervisors had been used extensively in the war of 1914–18 and in peacetime in woman-employing industries, the Association of Supervisory Staffs and Technical Engineers admitted women for the first time only as late as June 1942. Specialized training was organized for institution cooks, industrial nurses, nursery-school workers, factory-personnel managers, and welfare supervisors.

## OUTSIDE THE FACTORY

Optimum war production with the fewest problems would be most readily attainable by mobilizing what has been described as "a population consisting solely of childless, single, sexless persons between the ages of 18 and 50 * * *"—in short, robots. Actually, however, those to be mobilized are human beings with individual problems and responsibilities. This fact led to the appointment of welfare officers in the Ministry of Labor with the important function of developing means to meet the special needs that arose out of the recruitment and transfer of women. Thus the British Government recognized that the community would have to provide some of the domestic services usually performed by women outside the labor market. Through appropriate community agencies the local welfare officers (numbering 100 in August 1942) arranged to secure satisfactory lodgings, meals, transport, recreation, child care, shopping facilities, and other necessities.

Even at best many women carried a heavy load. With but one job the hours and conditions of work in war factories, though burdensome, were not considered generally injurious to health. But for many women the hours in the factory did not end the day's work. The Parliamentary investigation into the health and welfare of women in war factories showed that the long hours and the difficulties in dealing with domestic problems were together causing a great deal of absenteeism, turn-over, and general deterioration in health among women.

The relation of absenteeism to hours of work appeared in the experience of Government filling factories. When hours were limited in the latter part of 1942, the absence rate dropped from 12 to 6.6 percent for men and from 23.5 to 14.6 percent for women.

A study of the amount and distribution of absenteeism among women in two war plants in 1943 showed that few women habitually lost time. Younger women lost more time than older women, those traveling over an hour to work more than those within an hour's trip, and married women more than single women. In a 6-week period, 88 percent of the married women in one plant and 76 percent of those in the other plant were absent at some time, compared to 82 and 63 percent, respectively, of the single women. Absenteeism among married women was especially heavy on Saturday mornings, 46 percent of the married women in contrast to 30 percent of the single women missing that shift. However, investigators of the Ministry of Labor pointed out the great efforts and sacrifices made by many such war workers, emphasizing the fact that—

> * * * A married woman with a house, a husband, and children already has a full-time job which is difficult to carry out in these days. Yet thousands of them are working long hours in factories. They are trying to do two full-time jobs. If they can carry on with a mere half day per week off the ordinary factory hours they are achieving something marvelous. It is time somebody said more about women's efforts on these lines, and more about the arrangements which ought to be made to enable them to carry on * * *.

Turn-over among women workers as a whole was reported to average 0.8 per 100 employees a week, or 42 a year. Nearly two-thirds of the turn-over was ascribed to changed circumstances in home responsibilities plus medical reasons (exclusive of pregnancy).

One solution, as already discussed, was sought in arrangements for more workers on a part-time basis. Another line of action consisted of increased attention to the reorganization of domestic responsibilities, to replace the system prevailing early in the war effort "by which each private individual behaves according to opportunity and temperament, and persons with easy jobs and short hours enjoy appreciable advantages over those working in heavier jobs, who are also more likely to need good diet and rest when not working." Some of the methods by which it was sought to assist women war workers are described in the pages following.

### Shopping arrangements.

Shopping remained a difficult problem for the woman with a war job; in fact, it was considered by both management and workers to be the most serious day-by-day difficulty facing the working woman. In a number of localities conferences were held to plan various measures for meeting the problem.

The most satisfactory solution was considered to be granting time off for shopping. In some plants one afternoon a week was permitted, or shorter periods two or more times a week. Relief workers were supplied to take over as the regular employees went off for their shopping time. An increasing number of individual firms took steps to meet the situation. Measures adopted included the following:

1. A camouflage firm allowed all women time off at 11 o'clock on Saturday with permission.
2. In one factory any workers asking permission could have a half hour in a week, on the firm's time, immediately before the lunch period, thus giving a consecutive hour and a half.
3. A Scottish factory brought about a drop in absenteeism by introducing "official shoppers," who collected ration books and orders from the workers and then did the shopping.
4. A large air-frame works provided special shopping facilities and a hairdressing establishment on the premises.

In some areas stores remained open later than normal to allow workers to shop in the evening. This did not always prove successful. Among the factors that were found to determine the value of such schemes were the type of area (whether industrial or residential), the degree of approval by store employees (based on readjustment of their hours to allow equivalent time off), and the length of the extra period in specific circumstances (one night for several hours as compared with several nights for a shorter period). In one case the Ministry of Labor[1] refused to support the proposal for late closing, stating that women in the area were already working excessive hours and that arrangements should be made by employers to give them (factory women) time off during the day.

In certain sections special certificate schemes were adopted. Some of these, issued by the factory by agreement with the retailer, enabled the holder to leave an order on the way to work, to be picked up at the end of day or after store hours. The retailers agreed to apportion a share of the unrationed goods to these workers. Other certificate schemes allowed a friend of the working woman to do her shopping and obtain for her a share of the unrationed goods. Least successful of all were the schemes that gave the certificate holder the right to be served before those waiting in line.

### Transferring women workers away from home.

The construction of new war plants, concentration of civilian industries, and similar factors made it necessary to move persons from localities where labor was not required to others where shortages arose. Areas of war industry to which mobile women workers were transferred in 1942 included the Northwest Region, site of new large aircraft plants as well as of diversified manufactures centering in Manchester; the Midlands, around Birmingham and Coventry; and the Southwest Region, with headquarters at Bristol. Each of these areas was fed from other designated areas. (See map on p. 12.)

Revisions in production schedules in the fall of 1943 intensified the problems connected with transferring women workers, some of whom

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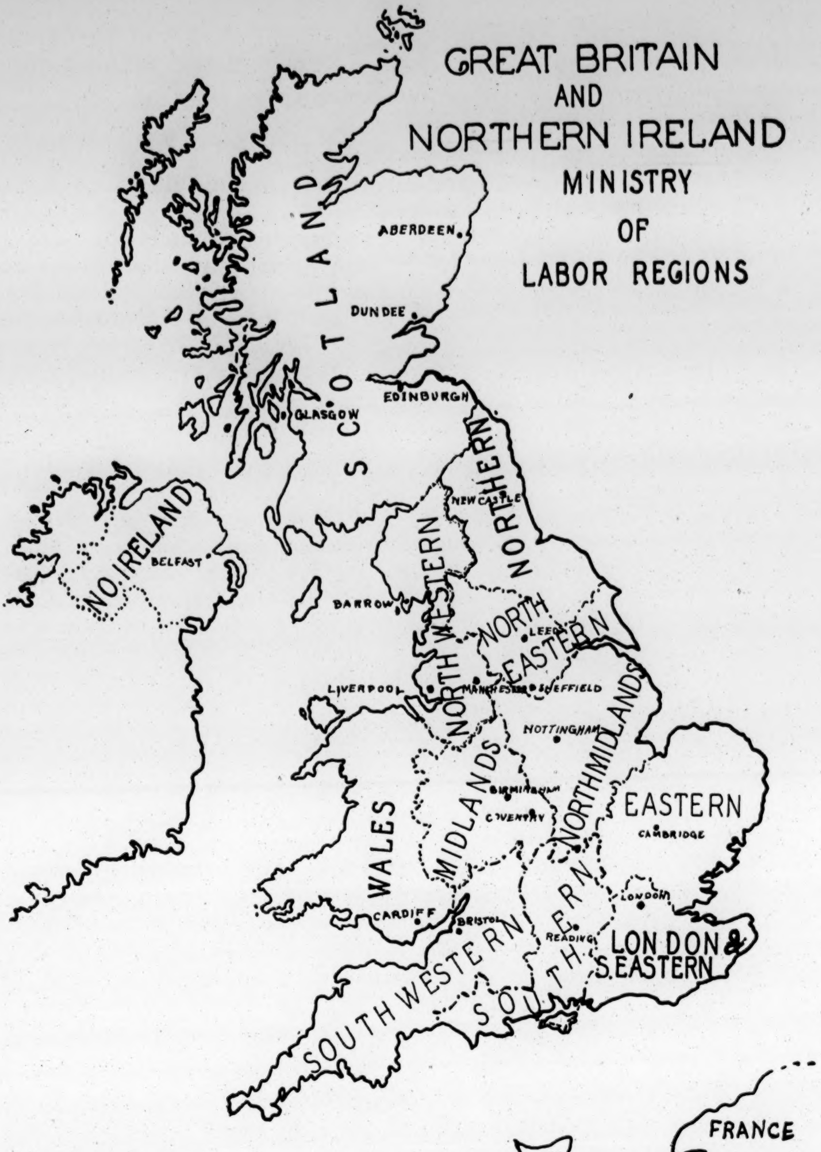
[1] It should be noted that the problem of a singly controlling Ministry of Labor is considerably less complex than a situation made up of 48 separate States having jurisdiction in matters of this sort, with the central Government agency functioning chiefly in an advisory capacity.


GREAT BRITAIN
AND
NORTHERN IRELAND
MINISTRY
OF
LABOR REGIONS
SCOTLAND
ABERDEEN
DUNDEE
EDINBURGH
GLASGOW
NO. IRELAND
BELFAST
NORTHERN
NEWCASTLE
NORTH WESTERN
BARROW
NORTH EASTERN
LEEDS
LIVERPOOL
MANCHESTER
SHEFFIELD
NOTTINGHAM
NORTH MIDLANDS
MIDLANDS
BIRMINGHAM
COVENTRY
WALES
CARDIFF
EASTERN
CAMBRIDGE
LONDON
LONDON & S. EASTERN
BRISTOL
READING
SOUTHERN
SOUTH WESTERN
FRANCE

were leaving home for the first time and doing so under particularly difficult conditions. During the period from May 1942 to August 1943, the employment exchanges of three regions alone had transferred 11,096 women to other areas as follows:

| *Region* | *Number of women transferred to other areas* |
|---|---|
| Northern Region | 5, 494 |
| Scotland | 3, 652 |
| Wales | 1, 950 |

Since the women moved to a new job at the request of the employment exchange, the expense of transferring was borne by the Government. This included a free travel warrant to the new locality, payment for traveling time (if the employer did not pay wages for period of the journey), and a settling-in allowance. If responsible for the support of dependent parents or other relatives, an unmarried transferred woman was allowed a lodging grant in cases where a separate home was maintained, or moving expenses if a place was found in the new locality for these dependents. During the first week workers were permitted to borrow up to £1 from the exchange, to be repaid out of the first week's wages. Arrangements were made for transferred workers who became ill to be cared for by the district nurses or in emergency hospitals established by the Ministry of Health.

In addition, the Government recognized the value to the transferred industrial worker, as to the soldier, of an occasional visit home. In 1942 and 1943 travel warrants were made available to war workers transferred since June 1940. These warrants entitled the worker to a railway ticket at 7s. 6d. in all cases where the fare home would exceed this amount.

**Lodging transferred women.**

The transfer by the Government of these thousands of women to take jobs away from home placed a particular responsibility on the Government to see that suitable facilities were available for their lodging and care. The problem of lodging women assigned to work in munitions plants that were built in open country was met in many cases through hostels or dormitories. Most women not working near home, however, were provided for through billets or lodgings. The trend into billets began in the first year of the war with the evacuation program. As war plants increased production, the returning evacuees together with additional war workers sought living quarters. The population in some towns jumped by 25 percent, in some by as much as 50 percent. Crowded conditions in war centers were accentuated by the destruction through bombing of housing facilities. It has been estimated that one house in every five was damaged in the air raids. In addition, normal building, which would have added some 1¼ million houses, was stopped by the war conditions.

In 1943 approximately a million persons were living in lodgings. Problems that became acute in crowded areas included: (1) Excessive charges, (2) difficulties on the part of the individual in finding billets, (3) bad conditions in many billets, and (4) personal friction between landlady and lodgers. Efforts by the welfare officers, voluntary organizations, and industrial firms gradually helped to lessen some of the difficulties. Many individual employers found it to their advantage to locate billets for newly arriving workers and to provide recreation for transferees. One firm provided a club for transferred workers, with lounge, laundry, sewing room, and kitchen, as well as bedrooms. In another case a country house was turned into quarters for 20 to 30 girls and a social center was developed in the nearest town.

In some 16,590 cases where billets were not available on a voluntary basis, the local councils, delegated by the Ministry of Health, compelled the taking of lodgers by householders who could give no adequate reason for failure to rent their extra rooms. In such rooms the

Government provided minimum facilities of bed and two blankets, and access to water was requested from the householder. The latter received 5 shillings a week from the Government, which was deducted from the worker's wages.

About 60,000 men and women workers were housed in hostel accommodations in 1943. These included dormitories connected with the Royal Ordnance Factories and with other industrial plants, as well as those for agricultural workers. Hostels connected with industrial plants ordinarily accommodated 500 to 1,000 persons, the facilities including lounges, baths, laundries, dining halls, game and reading rooms, infirmary, and central assembly hall. Typical hostels might have about 10 or 20 sleeping units, with some 50 or 100 beds in each unit and bathrooms in the center of each building. Royal Ordnance Factory hostels usually were managed by such nonprofit organizations as the Y. M. C. A. or the Y. W. C. A., while the other 58 industrial-plant hostels were operated by the National Service Hostels Corporation, a private nonprofit venture sponsored by the Government. The distance from town and the lack of privacy in some of the hostels contributed to delay in filling the available places. The excellent architecture and the recreational opportunities in the better hostels, however, served to overcome much of the original prejudice against them.

### Child care.

Though married women responsible for children under 14 were exempted from direction into industry, many of them took jobs for economic and patriotic reasons. Over half a million mothers of children under 14 were employed full time by November 1942, and another 150,000 held part-time jobs.

Most women arranged to have a relative or neighbor look after the children, but by early 1943 there were some 235,000 children cared for by various Government schemes. These included 101,600 children accommodated in 1,436 (operating or planned) whole-time and 1,132 part-time nurseries, 113,000 children under 5 in ordinary public elementary school classes, 7,000 cared for by the Registered Daily Guardian scheme, and 13,000 in 415 residential nurseries evacuated from target areas.

As a rule, arrangements for the care of 40 children were expected to free about 30 mothers and to require a staff of 8 to 10. Thus a net gain in womanpower resulted. Ordinarily working mothers paid a nominal charge of about 1 shilling a day for all-day care, including meals, in a wartime nursery.

Difficulties expressed by women with children included the facts that distance from home or work of existing and planned nurseries was too great, that waiting lists were long, that nursery hours did not coincide with factory schedules, that sanitary conditions were poor, and that provision for older children outside of school hours was lacking.

### Holidays, rest breaks, and recreation.

Before the war the British had progressed a long way toward the ideal of an annual holiday with pay for every worker. The Holidays With Pay Act of July 1938 permitted minimum-wage orders to include arrangements for paid holidays. By 1942 some 12 to 13½ million workers were entitled to paid holidays. About half of these were covered by collective agreements, another third received grants of holidays from individual firms, and the rest were covered by Trade Board and Agricultural Wages Board Orders.

Under the tremendous pressure for "getting on with the war" during 1940, holidays were largely omitted. After careful study, the Committee on Workers' Holidays recommended that the annual holiday be resumed. In 1941 the Government announced that the annual summer week's holiday should be observed as a means to efficiency in war production, though, in general, vacations should be staggered over the year and should not involve travel. Observance of the annual vacation and the usual legal holidays was recommended by the Government in the 2 years following, in 1943 on the basis that "the war is in its fourth year and that consequently the need for reasonable holiday breaks will be even greater than in previous years, if maximum health and efficiency are to be maintained * * *."

Another type of project was the "rest break" for women workers, designed to prevent illness or break-down due to fatigue. Individual women recommended by the factory medical department were sent to "Rest Break" hostels in pleasant surroundings for a week or two. So valuable was the program felt to be that the Government gave assistance, if needed, to schemes promoted by the Rest Breaks National Advisory Committee.

Recreation programs were instituted, some centering in the factory, others in the industrial hostels or in clubs organized for transferred women workers living in lodgings. Recreation might be sponsored by the plant, by voluntary organizations, or by Government-aided organizations such as ENSA (Entertainments National Service Association), CEMA (Council for the Encouragement of Music and the Arts), and the Central Council of Recreative Physical Training.

**Laundry services.**

The entry of great numbers of women into war work accentuated the need for commercial laundry service for work commonly performed at home. Requirements of the armed forces and workers transferred to war-production centers pressed heavily on the facilities available. Before the war there were about 155,000 insured workers in laundries, about 80 percent of them women. Wartime figures indicated that the industry, which was rated as essential civilian service, had about 190,000 workers.

Application of the Essential Work Order of March 1941 to laundry establishments involved freezing workers in their jobs, guaranty of a minimum wage, and improvement of working conditions. In addition, prices to consumers were regulated and services were limited. The Government supplemented the commercial laundries by providing public wash houses and "mobile laundries" for use in emergencies.

# III. HOW THE PROGRAM TO MOBILIZE BRITISH WOMANPOWER WAS CARRIED OUT

## THE CHANGE FROM PERSUASION TO COMPULSION

It was not until acute labor shortages became general that compulsory measures to mobilize women were accepted as necessary. At first only voluntary appeals were made to women, and employment matters were left chiefly to their own course. In the first stages of conversion to war production there was large-scale unemployment of women. However, new war factories entered actual production at the same time that the available reserve of unemployed persons was reduced to a low level. With a total population of only about 46 million, the British were attempting to muster and equip an army of 4 million at the end of 1940. The way to meet the pressing labor needs was prepared by reducing to a minimum all production not essential to the war or to vital civilian needs and by enacting a legal basis for the wider emergency powers of the Government. Only after these steps had been taken was compulsory mobilization of women introduced.

### Taking up the slack in employment.

Before the war, women's employment was to a large extent in consumption industries; hence women workers in Great Britain were affected greatly by the shift from nonessential to war production, and large numbers of them lost their jobs in the earlier period of conversion. Evacuation from the cities also swelled the numbers of unemployed women, since they were not always able to obtain work at the new residence.

Unemployment data show that the adverse effects of readjustment to war production fell particularly heavily on women. In September 1939 there were in Great Britain nearly 175,000 more women unemployed, but 75,750 fewer men unemployed, than in the preceding month. Further, though total unemployment dropped below the August 1939 figure by March 1940, women's unemployment did not fall below that of August 1939 until February 1941, just before the month when the Government began to register the supply of woman labor. During most of 1941 women's unemployment was about the same as men's, though many more men than women were in the labor force. In October 1943 only 73,936 persons were registered as unemployed (of whom 24,127 were women), contrasted with the wartime peak of just over 1½ million in early 1940. (See table 1, appendix B, and frontispiece.)

### Effecting industrial concentration.

To a considerable extent, production of war matériel placed demands on the heavy industries, in which men customarily formed most of the work force. Products were less in demand in a number of industries in which women constituted large proportions of the workers. Accordingly, during the last half of 1940 schemes for transfer of operatives to munitions and other war industries on a voluntary basis were set up in the cotton industry, the printing-machinery trades, coal mining, boots and shoes, and hosiery.

Early in 1941 the Board of Trade began to establish the amount of reduction for each "nonessential" industry and to recommend a method to insure orderly and systematic release of plants and of labor to munitions industries. Some firms were closed, and the production for the industry was concentrated in certain "nucleus" firms. The release of labor was to be adjusted to needs of the war industries, and workers released were to be of an adaptable type. "Nucleus" firms were to be generally in nonmunitions areas, so as not to tax the labor supply and facilities essential to the war industries, and were to take on older workers of closed firms so that the younger workers would be available for war industries.

Formal schemes of concentration were adopted in many of the industries affected by the shift to war production. Contraction occurred in firms covered by the Limitations of Supplies Orders, which therefore could not obtain raw material sufficient for full operation. Among them were manufacturers of pottery, blown glass, hosiery, lace, gloves, perfumery, carpets, toys, cutlery, jewelry, silver and electroplate, light leather goods, corsets, suspenders, sports goods, fancy goods of plastic, photographic goods, mechanical lighters, combs, linoleum, lighting fittings, musical instruments, pens, and pencils. Curtailed operations resulted also in plants subject to raw material control, including cotton, woolen and worsted, paper, boots and shoes, linen, silk.

The various concentration schemes particularly affected women. Of nearly a quarter of a million workers released from concentrated industries through April 1, 1942, about 84 percent were connected with five industries, all of them largely woman-employing. In these, the proportions of women before the war ranged from two in every five in boots and shoes to three in every four in hosiery, as appears in the following:

| *Industry* | *Numbers of workers released* [1] | *Percent women were of total before the war* [2] |
|---|---|---|
| Total | 225,600 | ---- |
| Cotton | 117,000 | 65.5 |
| Hosiery | 37,000 | 76.9 |
| Boots and shoes | 14,800 | 40.9 |
| Carpets | 10,000 | 59.1 |
| Wool | 10,000 | 57.5 |
| Other industries | 36,800 | --- |

[1] British Information Services, "Concentration of Consumer Industries and Trade in Britain," revised January 1943, p. 7.

[2] Ministry of Labor Gazette, December 1939, p. 418. Based on estimated number of insured persons of 16 to 64, July 1939.

In actual practice the schemes supplied less new labor than was anticipated, since considerable loss occurred in making transfers. The release of a specified number of women did not add the same number to munitions manufacture. Some workers thrown out of employment were lost sight of altogether, some remained jobless or drifted into occupations other than munitions, and many eventually filtered back to their original employment. Such was particularly true in the cotton industry, where a large number of married women were employed. In the Northwest Region, the leading cotton-textile area of the country, 80 percent of the operatives were women and 50 to 60 percent of these were married and consequently immobile. The problem was brought out in a reference in Parliament in September 1941 to 1,182 women cotton weavers displaced by concentration and registered as unemployed. Most of these were women over 40 unable to leave home because of domestic responsibilities and unsuited to vital war work involving night duty.

**Adopting a legal basis for compulsion.**

The growing crisis that preceded the Dunkirk evacuation in June 1940 led the British Cabinet to resign. The new Government requested powers still more vast than those embodied in the emergency legislation adopted at the outbreak of war. The new law extended the earlier act to include control over individual persons and property as well as continuing the act for another year.

By Regulation 58A, which was among the regulations adopted simultaneously, the power to order any person to perform any service within his capacity was vested in the Minister of Labor and National Service. He might also require persons to register themselves and, by a later amendment, might freeze individuals in their jobs.

As the Government assumed increasing powers of control over workers, it also assumed greater responsibility for guaranties and standards of employment for these workers. Thus, on the one hand the Minister of Labor had the power "to direct any person in the United Kingdom to perform such services" as he might direct, while on the other hand he was to order such service only on terms usual in the industry under trade-union agreements or prevailing among good employers. Likewise, though the Minister was given the power to keep workers in essential war plants and to penalize absenteeism, at the same time he was to require of such firms a guaranteed wage for every worker frozen in the job so that the worker would receive a minimum whenever he was available for work whether or not work was provided.

Throughout the remainder of 1940 registrations and restrictions applied chiefly to special occupations and to industries of particular importance to the war effort. To a considerable extent these orders affected men only, since the problems to be met arose in such fields as building, engineering, scientific work, and shipbuilding.

## THE FRAMEWORK OF COMPULSION

**Registrations of women.**

The fundamental basis of womanpower allocation by the Government was necessarily the compulsory registration of those groups to be recruited and directed. This was likewise the first step from a chronological point of view, and for about a year it was used solely for allocation of women into civilian employment.

On January 21, 1941, nearly a year and a half after British involvement in war, Minister of Labor and National Service Ernest Bevin announced in the House of Commons that "we have now reached the stage where * * * we shall have to call into service many women who in normal circumstances would not take employment." (See timetable in appendix A.)

Compulsory industrial registration began with women 20 and 21 in April and May 1941. Excluded from the registration were women serving in any of 11 listed voluntary or technical war services. Interviews of special groups of the women registrants to determine their capacities were undertaken shortly afterward. By August 1941, some 1½ million women under 26 years of age were registered. Interviews for 650,000 had been scheduled and were taking place at the rate of more than 40,000 a week.

Not all women registered were to be interviewed. Those with children of their own under 14 living with them or those clearly already engaged in vital war work were not called for interview, but rather examination was made first of women registrants without children who were unoccupied or in less important work. Women university students and women studying for certain vocations were considered engaged in essential work and were not to give up their studies for other work. The vocations in which full-time women students were excepted at this point comprised accounting, agriculture, architecture, chemistry (including dispensing), chiropody, dentistry, domestic science, engineering, law, library science, massage, medical midwifery, music and dramatic art, nursery nursing (including day nurseries), nursing, personnel management, physical culture, radiography, sanitary inspection, social service (including housing estate management, hospital almoners, club leaders, health visitors, welfare workers, child-guidance workers, home teachers for the blind), teaching, and veterinary surgery. As time went on, peacetime educational opportunities open to young women needed for war service were increasingly restricted. (See pages 35 and 36.)

Of the 267,000 women interviewed up to July 12, 1941, over 67,000 were placed on the National Work Register or transferred at once to other work. Usually from one-fourth to one-third of those interviewed were found available for work of national importance. By the end of 1942, all women 18 to 45 had registered, swelling the total to 8,670,000.

In an effort to draw on the last remaining reserves of womanpower, the Government began to register the additional 1.3 million women 46 to 50 years of age late in 1943, though it was recognized that these groups would furnish only limited additions to the labor force. These older women were considered immobile workers, and household responsibilities requiring full-time attention exempted them from directions. In determining whether they were available, voluntary work received equal weight with paid work; and if available at all, women in this group were assigned to part-time work.

Preceding and supplementing the general registrations were special registrations of workers in certain fields in which acute labor shortages developed. During 1943 all women up to 60 who at any time had been engaged in nursing were required to register. Likewise women up to 55 who had worked at any time as textile operatives registered. Many of them had been transferred into munitions. Owing to changed war production needs, they were to be returned to the textile plants. This involved the difficult problem of adjusting wages, since they were being recalled from higher-paid munitions manufacture to lower-paid textile work.

### Conscription of young women for national service.

Conscription of women for service with the armed forces in the third year of the war marked the start of an unprecedented phase of

British womanpower policy. The National Service (No. 2) Act of 1941 extended liability to military service to women, and under its provisions a Royal Proclamation signed on December 18, 1941, made liable single women who had reached the age of 20 but had not yet reached 31. Previously the women's services had been filled by voluntary enlistment, compulsory measures for women being limited to work in industry. From then on the registrations of women became an instrument not only of industrial mobilization but of actual conscription for national service.

Throughout the development of the compulsory program, the policy had been to allow women as much choice of occupation as was possible, consistent with national needs. Some degree of preference still was permitted women called up under the new procedure. They might choose among (1) the auxiliary forces, (2) civil defense, or (3) certain specified vacancies in industry. The services connected with the Navy and the Air Force (the Women's Royal Naval Service and the Women's Auxiliary Air Force) were small and had waiting lists, so this option was limited in actual practice to the Auxiliary Territorial Service. Women choosing industry were allocated to essential work in shell-filling, small-arms manufacture, or aero-engine work; agriculture, including the Women's Land Army; domestic work in hospitals and certain similar institutions; or to Government Training Centers. If they did not indicate a preference among the three options, they were assigned. Women were assured statutory safeguards relating to claims of conscientious objection or of exceptional hardship. Those recruited for the auxiliary forces were not required to use lethal weapons unless volunteering to do so, and as far as possible they were stationed near their homes. Married women and any woman having a child of her own under 14 years of age living with her were exempt. By the summer of 1943 all women aged 19 to 24 had been called up.

A list of vital war occupations was established, from which women workers essential to production would not be called up. At the outset vital work included munitions industries, transport services, agriculture, full-time Civil Defense Service, hospital and nursing services, school teaching, or work in the Navy, Army, and Air Force Institute Canteens. Any woman individually doing work of national importance in these occupations might be deferred by one of the 45 district boards. Little restriction was placed on voluntary enlistment by women in the armed forces, though an employer could request that a woman employee on work of national importance should not be accepted on a voluntary basis. Previously women had been included in the Schedule of Reserved Occupations. If employed on jobs in which men were reserved or in a special list of occupations applying to women only, they had not been permitted to volunteer for the services. The revised schedule of December 1941, which extended the system of individual deferment for men, no longer applied to women.

The women's services were reported as nearly at full strength by mid-1943. Pressing needs of aircraft manufacture led to plans to discontinue conscription of women into the auxiliary services, the Women's Land Army, and other services, and to request any women volunteering for these services, except for a few special posts, to enter an essential industry instead. The expanding aircraft industry was rated as highly essential, as was the transport service. Special attention was to be given to meeting requirements in the cotton industry.

in nursing, and in domestic services connected with hospitals and other institutions.

### Government control of hiring and firing.

All hiring of women aged 20 to 30 was placed under the control of the employment exchanges by a regulation effective February 16, 1942. Previously such restrictions had applied to workers in engineering, building, and civil engineering, and to male workers in agriculture and coal mining. This was the first time that a regulation covering all forms of employment had been applied to an entire age group; by the following year it was applied to all women 18 to 40 inclusive. In this way women released from curtailed industries were not, as before, to be absorbed in other nonessential industries when they already were registered for essential work. The order permitted women in agriculture, professional nursing, and teaching to continue to obtain work through the customary agencies. Such agencies had to meet required standards and be approved by the Ministry of Labor. Beginning September 10, 1943, all nurses and midwives 18 to 40 were brought under the order. A special provision was that employment exchanges might issue permits allowing the individual woman to seek her own job under certain circumstances. Individual employers likewise might obtain a certificate exempting them from the order for a specified vacancy requiring particular qualifications.

Women, like men, in firms scheduled under the Essential Work Order might not leave the job nor be dismissed without the consent of the National Service Officer. Women in scheduled firms were guaranteed a minimum wage if available for work during normal working hours. The firm was required to maintain employment conditions "not less favorable than the recognized terms and conditions" under the Conditions of Employment and National Arbitration Order of 1940; welfare arrangements had to be satisfactory, and training provisions adequate. Absenteeism and tardiness were to be dealt with under special procedures.

An order of April 1943 provided safeguards under which the Minister of Labor would direct women into any work, including part-time work, even if it were not scheduled under the Essential Work Order. Directions were from this point on to apply to a stated period. The purpose of this order was to supply substitutes for workers needed for more important work elsewhere and to insure that the part-time work done by married women without children was of a type of most value to the war effort.

A last small loophole was plugged by the requirement that employers must notify the employment exchanges of any women 18 to 60 or any man up to 65 leaving the job, to prevent loss of manpower leaving work not subject to control as essential war work.

## OPERATION OF THE WOMANPOWER PROGRAM

### Planning and conducting women's mobilization.

Questions of women's mobilization, training, and welfare were placed under the Ministry of Labor and National Service, which dealt with labor supply and training, administered the National Service Acts, carried out unemployment insurance provisions, and concerned itself with the welfare of workers both inside and outside the factory. (See part II of present report.)

Shortly before the adoption of the order requiring women to register for industrial work, the Minister of Labor appointed a Women's Advisory Committee, composed of labor women, women members of Parliament, and other women leaders, to consult with him on questions relating to womanpower. This committee, consisting of eight (later nine) women members, was to meet periodically under the chairmanship of the Parliamentary Secretary to the Ministry of Labor. Though nominally an advisory body, actually it became responsible for policies relating to women's work in war industries, and its advice was not disregarded. Mr. Bevin stated: "I am very grateful for the help I have had from the women's committee * * *. Advice and help have been given to me; and, to do me credit, I do not believe that I have turned down any of the advice; I have acted upon it."

From the first, women from the staff of the Ministry of Labor interviewed women registrants. Special women's panels made recommendations to the interviewers. Women also were included on the appeals boards appointed to hear appeals from the recommendations of the interviewers. Appointment of women throughout the administrative bodies dealing with the mobilization of women was due largely to the pressure of responsible women's groups.

Under the conscription program it was proposed to have one woman sit on every hardship tribunal and a woman to sit as assessor when the umpire heard appeals; at least one woman was to sit on conscientious objectors' tribunals and appellate tribunals, and a woman doctor was to be present at the medical examination of women. The machinery for individual deferment consisted of 45 district manpower boards, each composed of a chairman, the deferment officer, the labor supply officer, the military recruiting officer, and also a womanpower officer. As the Minister of Labor pointed out, "there has not been a committee, right down through the whole administration, into which I have not brought women in a representative capacity—on manpower boards and everything else."

### Experience of the woman recruit.

Just what was the experience of the individual woman under these comprehensive wartime measures? The announcement giving the registration date for her age group appeared in the newspapers. On the day set, each woman in the age group was obliged to go to a labor exchange, where women members of the staff helped her to fill out a form giving various personal and occupational data. After a review of the data on her registration form, if she was a mobile worker not currently engaged in work of national importance she might be called in for an interview.

In September 1941 changes in procedure placed the burden of proof that a woman worker was indispensable on her employer, and the burden of proof as to domestic responsibilities on the woman herself. In general, a woman employed full time by a firm at least three-fourths on Government or export work, or by a firm scheduled under the Essential Work Order, or a married woman responsible for the household was not called for interview.

At the interview most women accepted the recommendation of the exchange and proceeded to the war work assigned, less than 2 percent disagreeing with the judgment of the interviewer. However, the woman might feel that her domestic responsibilities or other factors were not taken sufficiently into account. If so, the women's panel of the employment committee reviewed the case. If the woman was unwilling to accept the panel's recommendation, she was issued a directive from which she could appeal to a local appeals board. After final decision by the Ministry of Labor she became liable to prosecution for failure to follow the directive, and on conviction she was liable to a fine up to £100 or imprisonment for 3 months or both. The first court case involving a woman occurred on November 4, 1941, when a woman worker was fined £2 at Leicester for not complying with a direction of the Ministry of Labor and National Service.

Though a married woman with children of her own under 14 living with her was not called for interview, numbers of them voluntarily took jobs. Of the 3,450,000 women with children registered up to the end of 1942, 510,000 were in full-time paid employment when they registered. The number married or widowed without children under 14 was 2¼ million, of whom 970,000 were in full-time paid employment. In addition, numbers of married women were part-time workers.

Of the group called up for the armed services or certain needed industrial work under the National Service Act, only a small fraction of 1 percent pleaded conscientious objection and only five refused to accept the decision of the National Arbitration Tribunal as to wages and conditions of work.

**International labor force.**

To make the best use of nationals of Allied Powers in support of the common war effort, arrangements were made between the Governments in Britain and those of Belgium, Holland, Norway, Czechoslovakia, and the Free French Government for regulating the employment of such persons in Great Britain, and for that purpose nationals of the powers concerned were required to register particulars about themselves. In pursuance of these agreements, Industrial Labor Force Orders were made under Defense Regulations, and in similar terms they required, subject to certain exceptions, the registration of all nationals of such powers. In the case of women, the ages concerned were over 16 but under 50.

Similar orders included British Protected Persons, further allied nationals, such as Greek, Yugoslav, and Danish, as well as persons of Bulgarian, Finnish, Austrian, Italian, German, Hungarian, Rumanian, Japanese, or Siamese nationality.

It was generally assumed that all persons of nationalities other than Allied who were at liberty in Britain were favorably disposed to the cause of the United Nations and opposed to the form of government currently in power in their own lands. Where objection to munitions work was indicated, endeavors were made to place the individuals in agriculture, hospitals, canteens, British Restaurants, and so forth.

Many thousands of men and women of the various nationalities were provided with civilian employment in science, medicine, nursing, building, agriculture, forestry, and other fields, including armament factories.

Foreign workers were entitled to the same wages and conditions and to the same benefit from Social Service as British subjects.

# IV. WAR WORK DONE BY BRITISH WOMEN

According to official figures of September 1943, about 7¾ million women of some 17 million aged 14 to 64 were in the service or in paid employment. Before the war, in contrast, of nearly 16½ million women of these ages about 10⅓ million were classed as "unoccupied." In other terms, 37 percent were gainfully occupied before the war, while some 45 percent were engaged in the war effort by the fall of 1943.

Though considerable increases occurred in the numbers of women at work, still it could not be said that the main industries of the country were carried on chiefly by women. The Oxford Institute of Statistics estimated that the most probable proportion of women among the total employees in the principal industries of the country (excluding agriculture and railways) was not less than 28½ percent and not more than 33½ percent in July 1942, compared to about 27 percent in July 1938. However, these principal industries did not include many of the fields in which the substitution of women was greatest, such as the distributive trades, commercial fields, and various service industries. The importance of the contribution made by women led Prime Minister Churchill to pay them this tribute at a National Conference of Women sponsored by the Government:

> This war effort could not have been achieved if the women had not marched forward in millions and undertaken all kinds of tasks and work for which any other generation but our own—unless you go back to the Stone Age—would have considered them unfitted: work in the fields, heavy work in the foundries and in the shops, very refined work on radio and precision instruments, work in the hospitals, responsible clerical work of all kinds, work throughout the munitions factories, work in the mixed batteries * * *.

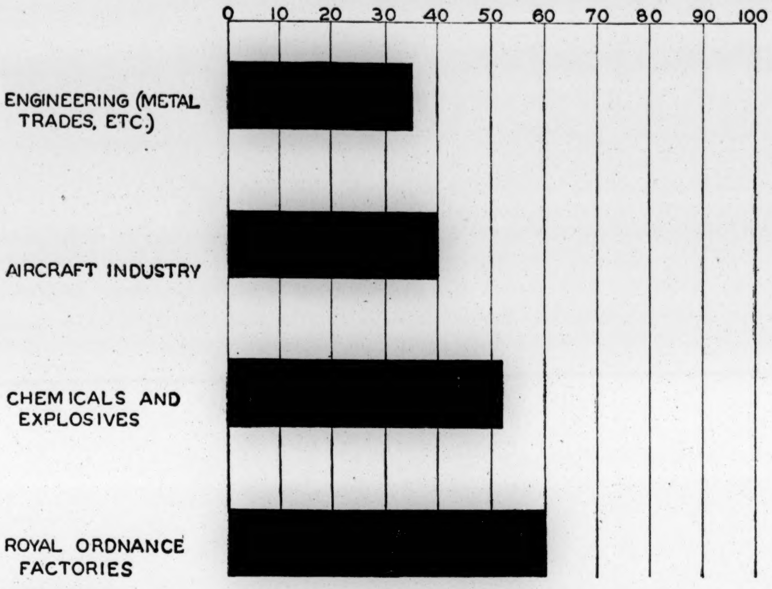
**Industrial jobs.**

The war extended the work done by women in British industry to such a degree that it would be difficult even to list their occupations. Their contribution was especially great in the "engineering" industries. Officially, general engineering was defined to include the manufacture, assembly, or repair of goods or articles of iron, steel, or other metals involving the use of machine tools, foundry, or forging plant. Consequently it is important in the production of aircraft, guns, shells, tanks, machine tools, marine engines, and so forth, or most of the country's direct war production. (Shipbuilding and the primary iron and steel industries usually are considered as separate and distinct industries.)

While specific data on numbers of women in war industries were withheld for reasons of security, employment of women in engineering industries in November 1941 was placed at four times what it had been when the war began. According to 1943 estimates, about 35 percent of the workers in the engineering industry as a whole were women.

Two official publications of the Ministry of Labor emphasized the important place filled by women in the engineering industry. Beginning in June 1941 an *Engineering Bulletin* was issued each month "designed to help the engineering industry to solve current problems of labor utilization" by presenting information on the breaking down of skilled processes, upgrading, training, and the employment of women on skilled and semiskilled operations. Subsequently a handbook on Women in Engineering was prepared, primarily for the use of the staff of the Ministry of Labor, to assist them in convincing manufacturers that women could be employed on many operations not usually considered suitable.

CHART 2.—PERCENT WOMEN WERE OF TOTAL IN INDUSTRIES SPECIFIED, 1943[1]



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[1] British Information Services, 30 Rockefeller Plaza, New York, "War Job," Misc. pamphlet No. 13 (distributed December 1943).

The use of women by the various branches of industry proceeded at different rates and to different degrees. Further, within each industry differences occurred from one firm to another. In the aircraft industry as a whole some 40 percent of the workers in 1943 were women, but the proportion varied by factory according to nature of product, set-up of plant, and other factors. According to a statement made by the Ministry of Aircraft Production in 1942, women were doing 50 percent of the work in many engine plants, though one of the large engine firms had only about 20 percent women in the following April. In aircraft-component manufacture women constituted still higher proportions of the work force in individual plants. There remained scarcely any department of aircraft building where women were not working successfully, including the skilled repair and reconditioning of engines. Here the proportion of women was about 40 percent in one plant, varying as follows in the different sections:

| *Section* | *Percent women* |
|---|---|
| Strip | 20 |
| Fitting and repair of subassemblies and units | 45 |
| Engine dispatch | 50 |
| Strip inspection | 75 |
| Electric hraness and magneto repair and test | 90 |

In certain munitions plants, especially those where much of the work involved handling small parts or units, the proportions of women ranged much higher even as early as 1941; in a factory producing 3-inch shells, for example, they were 90 percent; in a Royal Ordnance Factory in Wales, 80 percent; and at an earlier date, in a fuze factory in the Midlands, 90 percent of the employees were women. The large number of women in munitions at the beginning of the present war was due in part to the fact that radio or electrical shops where women were already working turned to producing munitions, and many of the munitions factories had employed women on some processes ever since the war of 1914–18. In 1943 the 42 Royal Ordnance Factories employed a total of 300,000 workers, 60 percent of them women.

The methods used in British shipbuilding retarded the introduction of women into the main branch of this industry. However, following an investigation into possibilities for the use of women in shipyards the scope of their work expanded. Though still a relatively small proportion of the work force in 1943, women were engaged in a variety of operations, including repairing and repainting battleships and submarines as well as numerous occupations in the yard shops. Their work included welding, electrical wiring, painting, cleaning, hammer driving, crane driving. They performed various operations in yard foundries, boiler shops, blacksmith shops, fitting shops, in the platers' sheds, in the drawing office and the mold loft, and in many other departments.

Innumerable other examples might be cited of the war work done by British women. Suffice it to say that there is scarcely any job at which they have not been employed. Various methods were adopted to overcome limitations due to lack of physical strength. Even occupations that appeared to be beyond the average woman's strength were undertaken, through careful selection of the women and through the adaption of the job to women's capability, such as the provision of suitable tools and the use of mechanical devices for heavy lifting. In many cases the measures embodied benefits for men as well as women and contributed to increased efficiency in the plant.

On the repair of heavy motor vehicles, for example, a mandrel press was modified so as to obtain maximum leverage, instead of depending on the extra force on the part of the operator. In another instance time and fatigue were reduced by use of a wheel attachment for heavy jacks; previously they were moved across the shop by tilting them on two feet and then swinging them onto the other two. In one shell factory hand-operated pedestal lifts and movable bench trays were introduced to enable women to do all machining operations on 180-pound forgings. In using the bench tray the operator rolled the rough shell from the conveyor into the tray, swung the tray out to meet a similar tray swinging from her machine, and slid the shell across the gangway. Effort was decreased further by means of a roller at the tip of the machine tray. In other cases the shell was transferred from conveyor to machine and back to conveyor, or from one machine to the next, by a simple hand-operated lift.

If job engineering extended the scope of work done by women to heavy and hard tasks, training and experience opened up fields requiring skill and responsibility. In 1942 a special register was set up for women in technical work by the Ministry of Labor. Jobs to be filled from this register included drafting, training-school instructors, planning and production assistants, time-and-motion-study workers, laboratory assistants, and other types of work in munitions industries. Women workers through experience in the factory and supplementary training became forewomen, machine setters, instructors in plant training schools.

**Essential services.**

Many women worked in trade, in the civil service, in transportation, and other fields. The railroad staff of the country included thousands of women working as porters, ticket collectors, carriage cleaners, truck drivers, laborers, signal operators, and in other jobs. In motor transportation women worked as drivers of all types of vehicles, as well as in repair and maintenance departments. Buses, subways, and streetcars took on women in large numbers in a great variety of work. At the end of 1943 transport was designated as one of the fields to which women were to be directed. Nursing and domestic service were in such great need of women workers that special committees were set up to formulate standards for wages and working conditions.

**Occupations in the armed forces.**

In the work of the auxiliaries of the war forces, women proved indispensable. The Women's Auxiliary Air Force, which had begun by filling 5 types of work (cooks, clerks, drivers, orderlies, and employment assistants) expanded to 6 times its original size, the women in it filling over 51 trades. The Women's Royal Naval Service took over many of the men's occupations, and eventually it was planned that the Royal Navy on shore would be manned entirely by women except for jobs requiring physical strength beyond their power. Women's work in the Auxiliary Territorial Service became of very great importance, including 80 different trades. At the end of 1943, some 12,000 of a total force of 212,000 were overseas. The rest were in the following types of work, with approximate numbers as given:

| | |
|---|---|
| Tradeswomen | 66,000 |
| Clerical | 30, 000 |
| Technical | 9, 000 |
| Teleprinter operators | 2, 000 |
| Switchboard operators | 4, 000 |
| Cooks | 4, 000 |
| Antiaircraft | 70, 000 |
| Drivers | 15, 000 |

# V. WOMEN'S WAGES AND EARNINGS

## THE BASIS FOR PAYMENT OF WOMEN RECRUITS TO INDUSTRY

### Principles established by union-employer agreements.

The setting of women's wage rates became the frequent subject of union negotiation as women went into war production. At the same time woman membership in unions increased from 925,000 in 1938 to 1,372,000 in 1941. (See table 2 in appendix B.) In some instances the question of determining such wages under wartime agreements reached the Industrial Court. In all these cases the court upheld the principle that a woman doing the full work of a man should receive the man's remuneration for the job. On this question, therefore, the policy upheld by the court corresponded to that adhered to in principle by the National War Labor Board in the United States. As is shown below, there was the usual difficulty of determining when the work was the same as that done by men, and there were several grades of women's work, so in practice many women were paid far less than men.

In agreeing to changes in trade practices to give effect to the Government policy of using women wherever possible, the unions stipulated that such innovation should continue only for the duration of the emergency and that the introduction of women on men's jobs should not be used to break down wage rates. Arrangements permitting the use of women on men's work and providing that after a suitable probationary period women should be paid men's rates, or that they should receive specified proportions of men's rates, were arrived at for engineering, bus transportation, railway workshops, shipbuilding, chemicals, and at least 60 other industries and occupations. (See list in appendix B.) Typical of these arrangements were the following:

***Engineering industries.***—An agreement of May 22, 1940, between the Engineering and Allied Employers' National Federation, the Amalgamated Engineering Union, the Transport and General Workers Union, and the National Union of General and Municipal Workers set up principles for most war industry. The agreement provided that women employed on men's work in the manufacture of engineering products were to be considered as temporarily employed, for the duration of the war only, and a record was to be kept of all such changes. Women so employed were to serve an 8-week probationary period at the women's national minimum-wage rate, followed by 12 weeks at this rate plus one-third of the difference between the women's and men's rates and one-third of the difference between the women's and men's bonus. For a further 12 weeks they would be paid at three-fourths of the men's rate and of the men's bonus. This was approximately through the eighth month of such employment. Then, if "able to carry out the work of the men they replace without additional supervision or assistance," they would receive the full men's rate and bonus; otherwise the rate would be subject to negotiation. The agreement did not restrict extensions in the employment of women on "women's work" to additional plants, or replacement of boys under 21 by women.

***Road passenger transport industry.***—An Industrial Court award of April 1940 established the wages of women employed to replace men as conductors on streetcars and buses. This award provided that the scales of pay for women conductors over 18 should be for the first 6 months of service not less than 90 percent of the adult male conductor's beginning rate and thereafter, if they had reached the age of 21, the usual scale of pay of adult male conductors. The conditions of employment of women conductors were to be the same as those of men, except that the guaranteed week might be 40 hours instead of 48, all time worked in excess of 40 hours being paid for at overtime rates.

***Boot and shoe industry.***—An agreement between the National Federation of Boot Manufacturers and the National Union of Boot and Shoe Operatives specified a graduated scale for 1 month for women in the industry transferring to men's departments, followed by full application of men's piece rates; for women newly entering the industry the full minimum would be paid after 12 weeks, 6 at 15 percent below the minimum and 6 at 10 percent below.

***Building-trade craftsmen in Government plants.***—An agreement of May 8, 1943, between the Ministry of Supply and building-trade organizations provided that in any cases in which a woman carried out the entire job of a building-trade craftsman without special assistance, guidance, or supervision she was to be paid the standard basic rate and bonus of skilled building-trade craftsmen of that grade. Where women carried out such work with special assistance, guidance, or supervision, or where work which once formed part of building-trade craftsman's duties was split away from the rest, women were to receive from 75 percent to 85 percent of the men's basic rates and bonus according to the degree to which they could do the men's job without special assistance, guidance, or supervision.

### Practical application of payment principles.

Of 26 delegates to the National Conference of Amalgamated Engineering Union Women Shop Stewards meeting in May 1943, only 2 were receiving the full skilled man's rate, though most of them had been in engineering from 2 to 2½ years and only one had been in the industry as little as 8 months.

This illustrates the considerable difficulty of establishing that a woman was doing exactly the identical job formerly done by a man. In fact, in a number of instances the British Industrial Court found that women workers were doing a slightly different job from that formerly performed by a man.

Even potentially the rate for the job was applicable to only a part of the women in war indutries. Much of the work undertaken by women since the war was formerly classified as women's work in certain plants or certain sections of an industry, and lower rates were the rule for women on women's work.

Payments to trainees under the Government training schemes, which were revised so as to be roughly equivalent to what the individuals could earn by directly entering industry, started during 1943 at 50s. for adult women and 71s. 6d. for men.

Though in general war workers tended to have higher earnings than workers in other industries, about 12 percent of the employees in both these groups covered in a survey in 1942, most of them women, received £2 a week or less. The practice still was prevalent of paying women on lower scales than men, and the highest earnings of women in a plant usually were well below the average for men. In a large war factory brought into a country village at the start of the war, the average of the 10 most highly paid men at the beginning of 1942 was £6 16s. 1d. and the average of the 10 mostly highly paid women £3 6s. 7d., the women averaging less than half as much as the men. In another plant the highest net wages for women, who manned the entire shell shop, were about the same as the average net wages of men laborers (£3 5d.) and less than half of the maximum of men in other departments.

| | *Highest net wages* | | |
|---|---|---|---|
| | £ | *s.* | *d.* |
| *Women* | | | |
| Shell shop | 3 | 5 | 10 |
| *Men* | | | |
| Main shop | 7 | 15 | 8 |
| Plating shop | 8 | 5 | 6 |
| Fitting shop | 7 | 14 | 5 |

An important reason for the different earnings of women was the recognition of various grades of women's work. An agreement between the unions and the Ministry of Supply, for example, recognized four grades for women in Government plants: (1) Women's work (fuzes, small arms, small-arms ammunition, and cartridge cases up to and including 3.7 inches); (2) work determined on the basis of youths' rates (on shell cases less than 4 inches); (3) work done entirely by men before the war, and in the wartime Royal Ordnance Factories "broken down"; and (4) men's work (crane driving, truck driving, commercial-vehicle driving, and acid-tank employment). Consequently, in 1942, nearly three-fourths of the women in Royal Ordnance Factories were paid on the women's weekly minimum-rate schedule of 43 or 46 shillings for a 47-hour week. (See table 4 in appendix B.)

The unions that customarily represented women workers in metal trades pointed out the importance to the whole problem of the issue of wage rates on "women's work." At the end of 1942 efforts of many years culminated in an agreement setting up in the engineering industry for women in occupations requiring skill a wage rate equal to, and in some cases higher than, that for male labor. Thus progress was made toward achieving rates related to the work done.

It was in a field outside industry that a sensational division in the House of Commons in March 1944 hinged on the question of equal pay for women. Government Opposition forces proposing to amend the Education Bill by inserting a clause providing pay for women teachers equal to that of men succeeded in overriding the Government by a vote of 117 to 116. Faced with a choice of voting either against the Government or against equal pay, many members, both Conservatives and Laborites, left the House before the division.

Reasonably sure that in the critical war period his leadership would be sustained if put to the test on such a domestic matter, the Prime

Minister presented to the House within 48 hours the proposal to delete the whole section of the bill containing this provision and to stake his entire war government on the issue. He was sustained by a vote of 425 to 23. This was not the first time a British Government had defeated equal pay by weighting such a decision with a confidence vote. A similar situation occurred under the Prime Minister in 1936.

## TRENDS IN WOMEN'S PAY DURING THE WAR

### Industrial earnings.

A study by the Ministry of Labor of average earnings in January 1943 shows the usual situation—that in a period of rising wages the increase tends to be greater for those formerly very low paid. Thus, adult women's earnings had risen by 80 percent above the prewar period compared to a 65-percent rise for adult men. It must be remembered, however, that this rise was from a far lower wage before the war for women than for men. Moreover, women's average earnings still were greatly below men's, their ratio, though having risen from 47 percent in October 1938, being only 51 percent in January 1943. This is shown by the following figures taken from the Ministry of Labor Gazette, June 1943:

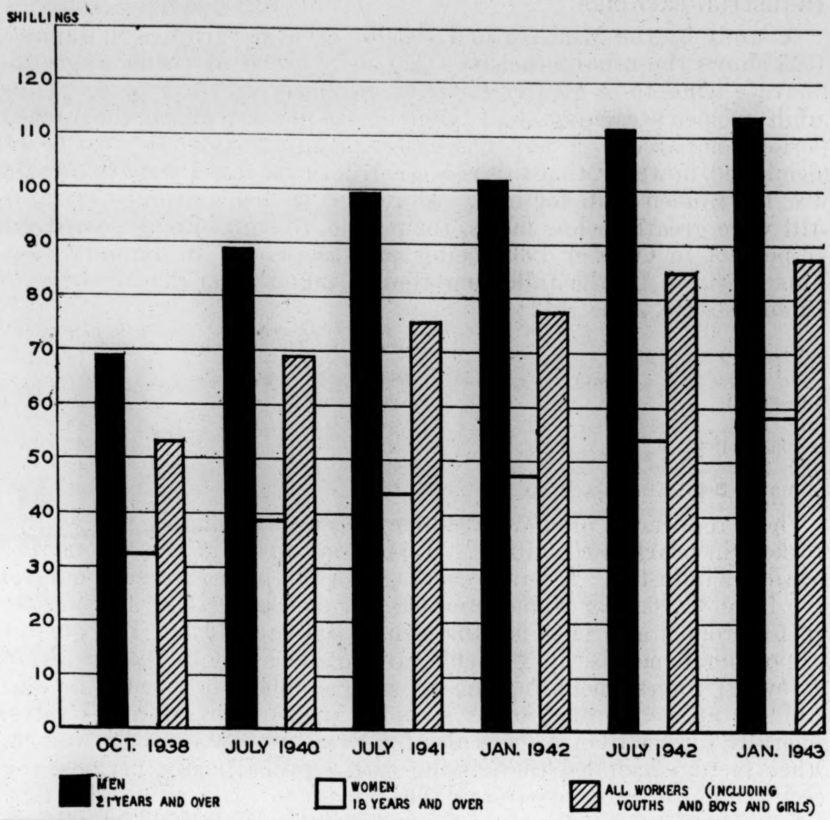
| | *Percent increase in average weekly earnings over October 1938* | | *Ratio of women's to men's average weekly earnings (percent)* |
|---|---|---|---|
| *Month* | *Men's* | *Women's* | |
| July 1940 | 29 | 20 | 44 |
| July 1941 | 44 | 35 | 44 |
| January 1942 | 48 | 46 | 47 |
| July 1942 | 62 | 67 | 49 |
| January 1943 | 65 | 80 | 51 |

These reports of January 1943 covered approximately 6¼ million workers in nearly 55,000 firms. Table 5 in appendix B gives further details by industry. Average earnings for all the industries combined rose from 32s. 6d. for women and 69s. for men in October 1938 to 58s. 6d. for women and 113s. 9d. for men in January 1943. The greater proportional increase in women's earnings was due to the operation of several forces, including the growing numbers of women in jobs paid for at men's rates, or at specified proportions of men's rates, generally higher than wage scales for work usually done by women. Other factors included the passing of the probationary periods, the receipt of more overtime pay, and the transfer to better-paid industries.

As a matter of fact, much of the industrial work into which women were called had been considered formerly "women's work" and hence was based on women's rates, and in other cases women replaced youths with correspondingly low rates. Further, in many instances where expansion of women's employment occurred new factories were built and the work was broken down, new jigs and machines being developed, so that the job was no longer of the same type that a skilled man had held. For example, the operation of a new aircraft-engine factory in which all but 50 workers were unskilled labor and nearly a third were women was said to be possible largely because of the engineers who planned and tooled the plant.

In an analysis of the various factors affecting earnings it was pointed out that the increase for all workers for the period from October 1938 to January 1943 would have been 67.5 percent instead of 65 percent if there had been no change in the ratio of women to men, and that because of the sex differential in wage scales the greater employment of women made average earnings lower than otherwise they would have been.

CHART 3.—AVERAGE WEEKLY EARNINGS OF WORKPEOPLE IN THE PRINCIPAL INDUSTRIES OF GREAT BRITAIN AND NORTHERN IRELAND, OCTOBER 1938, JULY 1940, AND EVERY 6 MONTHS FROM JULY 1941 TO JANUARY 1943[1]



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[1] Ministry of Labor Gazette, June 1943, p. 81.

Adult women's average weekly earnings in individual industries ranged from a low of 44s. 11d. in public utility services to a maximum of 72s. 2d. in Government industrial establishments. The range for adult men was from 84s. 1d. in public utility services to 131s. 6d. in metal, engineering, and shipbuilding. Thus the lowest for men exceeded greatly the average in the highest-paying industry for women. In the metal group women's earnings averaged about 51 percent of men's or about the same ratio as in all industries combined.

**Pay in the forces.**

Women doctors in the armed forces were commissioned and paid on the same basis as men. In fields other than medicine women's rate still was two-thirds that of men, though it became increasingly clear as the war continued that women in the forces were replacing men on an equivalent basis.

**Compensation for war injury.**

In 1943 a remedy for the different treatment of civilian women in regard to war injuries finally was achieved through the efforts of many women's organizations and other groups. The air raids and the increased participation of women in war work emphasized the difference in compensation as compared with the similarity in risk. As a result of the recommendations of a special Parliamentary Committee, weekly allowances for women, beginning April 19, 1943, were to be 35s., and if the period of their disablement exceeded 6 months, they were to receive pensions ranging from 7s. 6d. to 37s. 6d. a week (for total disability), the same as men. The same rate was to be given whether or not the injured person was gainfully employed.

# VI. POSTWAR PLANNING AND PROGRAM RELATING TO WOMEN

Official attention to problems of reconstruction and postwar dated from January 1941, when Arthur Greenwood was appointed Minister without Portfolio responsible for the study of postwar problems. A growing number of commissions and officials were designated to investigate questions as they arose, and various studies on special problems were made in the period following. Among the reports of particular concern to women were the Beveridge Report on social insurance, the Rushcliffe Report on salaries of nurses and midwives, and the scheme for further education and training of men and women in national service.

It was acknowledged generally by all groups that the great contribution of women in carrying on the war was entitled to recognition. The Minister of Labor, Ernest Bevin, stated in July 1942 that "if they had not come forward there would have been a great gap, and therefore it will become the bounden duty of every one of us to arrive at proper conclusions as to the right use and place that women must find in the postwar world." Various industrial leaders, workers' organizations, and women's groups evidenced growing attention to the role of women in the community and the nation when peace should come. In British planning to assure social security after the war, recognition of women's needs has advanced far beyond their former status, either in Great Britain or in almost any other country. The effect of war on British population makes such a standing for women of the utmost importance.

### The Beveridge Report and women.

The plan proposed by Sir William Beveridge in 1942 was designed to put an end to want by combining and expanding the various social-insurance systems previously in operation in Great Britain.

In the course of outlining principles and methods of social security for the future, the report crystallized current ideas as to the social and economic status of women in Great Britain, and with regard for practical realities it aimed to provide security for women in terms of their role in the community.

In the Beveridge Report the principles underlying social insurance reached a point where they demonstrated great progress as they affected women. Of particular note was the recognition of married women's contribution in the home as demanding an adequate security provision and benefits during pregnancy and after childbirth. Domestic service workers, nurses, and independent workers were to be covered by the plan; previous deficiencies as to maternity benefits were to be remedied; equal benefits with men were proposed for unmarried women; and widows with small children were to be paid a guardian benefit and children's allowances.

Unmarried women employees, like all employed men, were to be insured under the plan for unemployment, disability, retirement pension, medical treatment, and funeral expenses. Payments for unemployment and short periods of disability were not based on the wage, but on the grounds that minimum requirements of men and women differed very little; identical subsistence benefits of 24s. a week were to be payable to either in the event of unemployment, disability up to 13 weeks, or retirement in old age. After 13 weeks, pensions amounting to two-thirds of the earnings of the employee were to be paid for industrial accident and disease. The lower amounts generally earned by women would thus usually make compensation in their case less, though not lower than the short-term disability benefit.

The rate of contribution was set tentatively at 6s. a week for all employed adult women (2s. 6d. of this contributed by the woman's employer), while for employed men it was to be 7s. 6d. a week (3s. 3d. by the employer). By the higher rate for men, it was stated, it was planned to provide benefits for married women not working for pay but rendering unpaid services to their families. However, the higher rate was not to be confined to married men or men with dependents. Though not so designed, the practical effect was to take account to some extent of the lower earnings of women. Because, according to estimates, only about one in seven married women was gainfully occupied, and because even when working the married woman's earnings were considered to be of a supplementary nature, the plan treated "man and wife as a team." A joint rate of benefit was to be provided of 40s. a week in the case of unemployment, disability, or retirement of the husband if the wife were not gainfully occupied or if the working wife elected to be "exempt." His contributions also secured to the married woman maternity grant and provision for widowhood. In addition to maternity grant, housewives taking paid work were to be entitled to maternity benefit for 13 weeks to enable them to give up working before and after childbirth. The working wife paying her own unemployment and disability contribution was to be entitled to 16s. when she went on benefit and her husband to 24s. when he went on benefit.

### Women conscripted for national service.

In one instance a scheme to meet certain postwar needs was put into operation for eligible groups before the end of the war. Owing to the mobilization of large numbers of young people, many of them were forced to interrupt plans for business and professional careers. The great value to the country of encouraging fresh sources of supply of well-trained men and women after the war was recognized. Plans were made by which the Government would provide financial assistance to women as well as men demobilized from the armed forces (including nursing and civil defense services), or released from work of national importance, so that qualified candidates could obtain professional and business training. During the war men and women discharged from the services because of disablement or on medical grounds could apply under the scheme. An interdepartmental committee of 17 members, including 2 women, was appointed to determine the numbers that should be encouraged to take training in the various fields.

Demands of industry and the armed forces in Britain forced policies of restricting women's educational opportunities increasingly to those in line with wartime needs. Consequently, women students of fine arts, music, architecture, and acting could be given no deferment after their twentieth birthday. Under the mobilization program as carried out earlier in the war women taking university training in medicine, dentistry, veterinary surgery, pharmacy, and scientific and technical subjects were allowed to complete their education. Women entering universities in October 1943 or subsequently were to be permitted to take a 3 years' course if not over 18 years of age; and if over 18 but under 19, a 2 years' course. Only women who planned to undertake work of national importance on completing their training, including teaching and approved types of social service, would be accepted. They would be allowed to continue only so long as their progress remained satisfactory.

Women of registration age taking such courses as massage, dispensing, radiography, domestic science, or social science at technical colleges and similar schools likewise were permitted to become full-time students, with the same limitations.

An offical investigation into conditions in the women's services proposed that these well-trained women should be used in the work of relief and rehabilitation in Europe at the war's end. The report pointed out the value to the women themselves and others in the forging of the peace:

> * * * To meet the needs of the liberated populations and those of the armies of occupation, technical staffs will be required throughout Europe both for administration and relief. Detachments of the Women's Services would, in our opinion, be admirably fitted to share in these duties. As service units they can be attached without difficulty of any kind to the appropriate occupying establishments. Much of the work to be done is work in which the cooperation of women is not only desirable but essential. That cooperation can be achieved in rapid and simple form through the organization of the auxiliaries for foreign service. Clerks, cooks, drivers, orderlies, will be wanted to carry on day-to-day duties much as they are carried on at present. Administrative tasks will exist in plenty for officers capable of handling the problems of want and suffering which the liberated countries will present. Employment for the time being on the Continent would ease the demobilization of the Women's Services and the return of the auxiliaries to civil life.
>
> * * * To associate women with the task of reconstruction in Europe, to call upon them to share in a work of healing and mercy, would be not only to bring their war duties to a noble conclusion, but to open a new chapter in international relationships of high value for the future. We have no doubt that volunteers would be forthcoming from all the services should a scheme on some lines as above suggested prove feasible. And we have also no doubt that the auxiliaries would throw themselves with equal enthusiasm into the work and adventure of peace as they show today in the work and adventure of war.

The women's branch of the British Legion, in a draft of plans for demobilization of service women, proposed disability and pensions schemes that would benefit women equally with men and recommended the following order of release:

1. Wives, along with their husbands.
2. Older women, on the grounds they have more commitments to resume.
3. Trained women needed for specific jobs.

4. Younger women and others requiring training or refresher courses.

**Women as workers.**

Employers, members of Parliament, Government officials, and others meted out high praise to women for their contribution to war production and the degree of skill attained. Through 1943, however, no clear statement of official policy appeared with regard to women's status and opportunities in the postwar labor market.

With many industries and trades formerly closed to women workers beginning to demand them, the unions made it a point to bring the women into their membership even though only for the duration. During 1941 women members of trade-unions increased by 26.8 percent compared to a 4.7 percent increase for men. At the end of that year there were 5,718,000 men and 1,372,000 women members. Women's increases occurred mainly in distribution, transport, National Government service, and clothing; men's in the engineering and metal industries. The total membership still was more than a million below the peak year of 1920, but women members reached an all-time high and accounted for nearly one-fifth of all trade-unionists.

The number of women trade-unionists passed the 2-million mark during 1943. This included some 300,000 women in the Transport and General Workers Union and about 65,000 in the Amalgamated Engineering Union, the two largest in Great Britain. Another 265,000 women belonged to the National Union of General and Municipal Workers. In these three unions women constituted respectively about 24, 8, and 36 percent of the total membership. The A. E. U. had admitted women to membership in January 1943 for the first time in its 90 years of existence.

The principle of the rate for the job was recognized by the unions as of special significance for the postwar period. Both the Trades Union Congress and the Labor Party supported it, as did unions and other organizations. The Women's Advisory Committee on Postwar Reconstruction reiterated it before the 1943 annual meeting of unions with large woman memberships, submitting a memorandum on this and other postwar problems of women workers:

> 1. Women have established their claim to a share in the economic life of the nation. By having shared equally with men the tremendous task of producing for the needs of the war, they have an equal right to employment after the war. The committee, therefore, considers that all classes of women wage earners who have contributed to the war effort, either in industry or in the services irrespective of whether they have been transferred, directed, conscripted, or have volunteered, have an equal right to employment. They reaffirm their view that the sex of the worker should not be a factor in determining payment, which should be based on the work performed. The Government have a responsibility to all classes of wage earners who have been conscripted, transferred, directed, or volunteered from one occupation to another, so to organize the industrial life of the nation that every one of those workers is assured of employment after the war.
>
> 2. That in order to insure this there must be gradual demobilization of women after the war.
>
> 3. That special consideration should be given to the position of young people whose opportunities have been restricted by the war, with regard to opportunities for training and resumption of occupation.
>
> 4. Detailed consideration of the field of employment which would be open to women.

In line with the fourth proposal was one section of an Interim Report on Postwar Reconstruction prepared by the Electrical Association for Women of Great Britain. The report listed careers open to women requiring a knowledge of electricity. These included jobs in the installation and maintenance of electricity, as meter readers, and as designers and operatives in electrical manufacture. Others included were architects, communications engineers, electrical physiotherapists, X-ray technicians, as well as clerical, administrative, publicity, and sales work in electrical supply, contracting, and manufacture, and certain jobs in domestic science and horticulture. These occupations were felt to offer good prospects for women in the postwar world, particularly in jobs where women proved their ability. To this end the association recommended that efforts should be made to keep open to women new and interesting work successfully carried on during the war.

### Women in family and civic life.

The destruction of buildings and homes due to bombing focused attention on the question of new and reconstructed housing after the war. Elizabeth Denby, a leading British housing expert, pointed out that houses built before the war were not particularly suited to the needs and wishes of women, who spent most time in them. The importance of incorporating scientific thought and development to make a more effective and convenient center of family life has been demonstrated. Various women's groups, including the Standing Joint Committee of Working Women's Organizations, the Electrical Association for Women, and the Women's Advisory Housing Council, made a study and obtained suggestions as to dwelling designs wanted by the women who run homes, for submission to the Government.

# APPENDIX A—SIGNIFICANT DATES IN THE BRITISH WOMANPOWER PROGRAM

| | |
|---|---|
| Sept. 3, 1939 | Great Britain declared war with Germany. |
| September 1939 | Schedule of Reserved Occupations revised. (First issued January 1939.) This edition provided that women (as well as men above specified ages) in occupations listed in part II, and women in occupations listed in part III, could be accepted for national defense service other than nursing and first aid only in their "trade capacity." |
| Apr. 19, 1940 | Industrial Court Award No. 1755 for the Road Passenger Transport Industry. Specified that women 21 and over replacing men should receive the adult male rate after 6 months. |
| May 22, 1940 | Engineering agreements formulated. Relaxed existing customs to permit, for the duration of the war, the extended employment of women and provided that women fully replacing men should receive the rate and bonus of the men they replaced. |
| May 22, 1940 | Emergency Powers (Defense) Act, 1940, and Regulations. Extended Act of 1939 to include power to require persons "to place themselves, their services, and their property at the disposal of His Majesty." Regulation 58A gave to the Minister of Labor and National Service the control and use of all labor. |
| January 1941 | Government training centers opened to women. |
| Jan. 21, 1941 | Woman mobilization program announced in the House of Commons. |
| March 5, 1941 | The Essential Work (General Provisions) Order, 1941. This provided that workers might not leave or be dismissed from jobs in scheduled firms without consent of a National Service Officer, the firm being required to provide recognized conditions of work, welfare arrangements, and training programs. |
| March 1941 | Women's Consultative Committee appointed. |
| Mar. 15, 1941 | Registration for Employment Order, 1941, to ascertain the available labor force and its capacities as a basis for mobilization for the war effort. |

| | |
|---|---|
| Apr. 19, 1941 | Compulsory registration of women under the Registration for Employment Order inaugurated with the registration of women born in 1920. |
| September 1941 | More selective basis adopted for interviewing women registrants. |
| December 1941 | Schedule of Reserved Occupations for women withdrawn. |
| Dec. 18, 1941 | Single women 20 but under 31 made liable for military service under the National Service (No. 2) Act, 1941. |
| Jan. 23 (Feb. 16), 1942 | Employment of Women (Control of Engagement) Order, 1942, issued, under which women 20–30 (later 18–30) could be hired only through employment exchanges or, in certain cases, other authorized channels. The order excepted women with children under 14 living with them and married women with household responsibilities. |
| Aug. 15, 1942 | Fire-guard duty made compulsory for women 20 to 45, unless employed 55 hours a week, whether or not on war work. |
| Oct. 3, 1942 | Registration of women born in 1897, thus completing registration of women 18 to 45. |
| Nov. 20, 1942 | The Beveridge Report—Social Insurance and Allied Services, by Sir William Beveridge—submitted to the Government. |
| Jan. 13, 1943 | Royal Proclamation under National Service Acts reduced the lower age limit for compulsory service by women in the uniformed forces to 19 years. |
| Jan. 28, 1943 | Powers of direction applied to work not scheduled under the Essential Work Order, including part-time work. |
| Jan. 28 (Feb. 22), 1943 | Employment of Women (Control of Engagement) Order, 1943, extended to cover all women 18 to 40. The order required all women covered to obtain employment through a local office of the Ministry of Labor and National Service or other approved agencies. |
| March 1943 | Government postwar education and training scheme announced. |
| Mar. 30, 1943 | Special registration of nurses and midwives ordered. |
| Apr. 19, 1943 | Compensation for civilian war injury payable to women equalized with men's. |

| | |
|---|---|
| Apr. 28 (May 8), 1943 | Control of Employment (Directed Persons) Order provided that persons directed into full-time work not covered by Essential Work Orders, including part-time work, might not be discharged or leave employment without approval of the National Service Officer and that directions were to apply to a specified period, usually 6 months. |
| Aug. 10 (Aug. 20), 1943 | The Control of Employment (Notice of Termination) Order, 1943, requiring an employer to notify the nearest local office of the Ministry of Labor and National Service when any man 18 to 64 or woman 18 to 60 is about to leave the job, if employed 20 hours or more per week. |
| Sept. 20 to Oct. 2, 1943 (inclusive). | Special registration of cotton operatives. |
| Sept. 21, 1943 | Announcement in the House of Commons of the extension of mobilization to women 46–50. |
| Sept. 28, 1943 | National Conference of Women held in London sponsored by the Government. The purpose of the conference, which was national and nonpolitical, was "to bring women into contact with those of H. M. Ministers who are responsible for aspects of national policy which particularly affect women." |
| Nov. 6, 1943 | Registration of women born in 1893, thus completing registration of women 18 to 50. |

NOTE.—Where two dates are shown for a single regulation, the first is the date issued, the second the date effective.

## Appendix B.—TABLES SHOWING WARTIME TRENDS IN UNEMPLOYMENT, WAGES, AND UNION MEMBERSHIP OF BRITISH WOMEN

### Table 1.—Unemployed persons 14 years of age and over on the register of employment exchanges, by quarterly period, 1939 to 1943 [1]

| Date | Total | Men and boys | Women and girls |
|---|---|---|---|
| *1939* | | | |
| January | 2,039,026 | 1,574,178 | 464,848 |
| April | 1,644,394 | 1,266,020 | 378,374 |
| July | 1,256,424 | 981,010 | 275,414 |
| October | 1,430,638 | 947,047 | 483,591 |
| *1940* | | | |
| January | 1,518,896 | 1,079,048 | 439,848 |
| April | 972,695 | 656,669 | 316,026 |
| July | 827,266 | 470,197 | 357,069 |
| October | 834,851 | 456,590 | 378,261 |
| *1941* | | | |
| January | 695,606 | 371,695 | 323,911 |
| April | 410,511 | 214,549 | 195,962 |
| July | 277,280 | 145,529 | 131,751 |
| October | 216,199 | 113,074 | 103,125 |
| *1942* | | | |
| January | 194,848 | 116,454 | 78,394 |
| April | 127,499 | 76,549 | 50,950 |
| July | 107,005 | 70,024 | 36,981 |
| October | 101,080 | 64,872 | 36,208 |
| *1943* | | | |
| January | 99,017 | 61,709 | 37,308 |
| April | 80,091 | 53,838 | 26,253 |
| July | 73,258 | 50,236 | 23,022 |
| October | 73,936 | 49,809 | 24,127 |

[1] Source: Ministry of Labor Gazette.

### Table 2.—Trade-union membership among women, 1913 to 1941 [1]

| Year | Number of women trade-union members (thousands) | Percent of total union membership | Year | Number of women trade-union members (thousands) | Percent of total union membership |
|---|---|---|---|---|---|
| 1941 | 1,372 | 19.4 | 1926 | 812 | 15.6 |
| 1940 | 1,082 | 16.5 | 1925 | 835 | 15.2 |
| 1939 | 972 | 15.6 | 1924 | 814 | 14.7 |
| 1938 | 926 | 15.3 | 1923 | 822 | 15.1 |
| 1937 | 866 | 15.3 | 1922 | 872 | 15.5 |
| 1936 | 800 | 15.1 | 1921 | 1,005 | 15.2 |
| 1935 | 761 | 15.6 | 1920 | 1,342 | 16.1 |
| 1934 | 736 | 16.0 | 1919 | 1,326 | 16.7 |
| 1933 | 732 | 16.6 | 1918 | 1,209 | 18.5 |
| 1932 | 746 | 16.5 | 1917 | 878 | 16.0 |
| 1931 | 763 | 16.5 | 1916 | 626 | 13.5 |
| 1930 | 783 | 16.4 | 1915 | 491 | 11.3 |
| 1929 | 802 | 16.5 | 1914 | 437 | 10.5 |
| 1928 | 796 | 16.5 | 1913 | 433 | 10.5 |
| 1927 | 794 | 16.1 | | | |

[1] Source: Ministry of Labor Gazette, September 1939 and December 1942.

## Table 3.—Arrangements as to wage rates for women fully replacing men, by industry or occupation [1]

### *Men's rate payable to women fully replacing men, after a probationary period*

Boot and shoe manufacture.[2]
Cement manufacture.
Chemical manufacture.
Corn milling.
County Council roadmen.
Drug and fine chemical manufacture.
Electrical cable making.[2]
Electrical contracting.
Electricity supply.
Engineering.
Felt-hat manufacture.
Flour milling, machine women.
Heavy leather tanning.[2]
Local authorities (nontrading services).
Pig iron and iron and steel, other than laboring work.
Printing and bookbinding.
Printing-ink manufacture.
Railway service (conciliation grades).
Railway workshops.
Retail cooperative societies, general distributive and transport workers.
Road haulage (goods).
Road passenger transport, tram and bus, drivers and conductors.
Rubber manufacture.
Sheet steel manufacture and galvanizing, semiskilled and skilled labor.[2]
Shipbuilding and ship repair.
Tin-plate manufacture, other than laboring.
Waterworks.
Wholesale clothing manufacture, cutting departments.

### *Men's rate payable to women fully replacing men, with no specified probationary period*

Admiralty establishments, except laborers.
Baking.
Beet-sugar manufacture.
Building brick, roofing, tile and refractories manufacture.[2]
Cast stone and cast concrete manufacture.[2]
Cinema theaters, cinema projectionists.
Fertilizer industry.
Glue and gelatin manufacture.
Home-grown timber.
Ocher mining and grinding.
Potato drying.
Royal Ordnance Factories, building trade craftsmen.[3]
Royal Ordnance Factories, skilled mechanics.
Soap and candle manufacture.
Tobacco manufacture.

### *Lower rates payable to women replacing men*

Admiralty establishments, ordinary laborers.
Asbestos manufacture.[4]
Building.
Fellmongering.[2]
Flour milling, truckers and mill cleaners; packers.
Furniture manufacture, porters, laborers, others.[2]
Hosiery bleaching.
Leather-belt manufacture.[2]
Leather currying and dressing.[2]
Light castings manufacture.[4]
Packing-case manufacture.
Paint manufacture.[5]
Pig iron and iron and steel manufacture, laboring work.
Plywood manufacture.
Royal Ordnance Factories, manufacture of propellants, explosives, and acids previously carried out by male labor.
Sheet steel manufacture and galvanizing, unskilled labor.
Tinplate manufacture, laboring work (6s. 10½ d. a shift plus man's bonus).
Vehicle building (full man's basic rate but women's war bonus).
Wholesale grocery trade.

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[1] Source: Memorandum from Ministry of Labor and National Service, "Rates of Wages of Women Employed on Work Previously Performed by Men," *Appendix C*, Proceedings of Select Committee on Equal Compensation, London, Feb. 16, 1943, unless otherwise indicated. This should be consulted for further details.

[2] Same piece-work rates to be paid to women, though time rate paid women is lower during probationary period, or in cases where woman does not fully replace a man, or where man's full-time rate is unattainable.

[3] *Amalgamated Society of Woodworkers' Monthly Journal*, June 1943, p. 216.

[4] Piece-work rate lower for women, or may be negotiated.

[5] *National Union of General and Municipal Workers' Journal*, November 1942, pp. 395–396, and December 1943, p. 378.

## Table 4.—Distribution by minimum-wage rates of women employed in Royal Ordnance Factories, 1942[1]

| Type of factory or product | Type of work | Basis of wages | Minimum rate for 47-hour week (in shillings) | Percent of women in total (approximate) |
|---|---|---|---|---|
| Fuzes, small-arms ammunition, small arms. | Light engineering work commonly performed by women. | Women's rate | 43 | 18 |
| Filling | Filling propellants and high explosives into containers. | do | 46 | 56 |
| Shells | Manufacture of shells and certain cartridge cases. | Youths' rate at 20 years. | 51 | 4 |
| Explosives | Manufacture of propellants, explosives, and acids—previously carried out by male labor. | 80 percent of men's rate. | 57 | 12 |
| Guns | Manufacture of guns, gun barrels, gun mountings, etc. | Men's basic rate plus 75 percent of men's industrial bonus. | [2] 59 | 10 |

[1] Source: Great Britain, Parliamentary Debates, House of Commons Official Report, Vol. 383, No. 103, cols. 525–526, September 11, 1942.

[2] Minimum rate for areas other than London, where it was 62 shillings for a 47-hour week.

## Table 5.—Increases in average weekly earnings of men and women in 16 industry groups, October 1938 to January 1943[1]

| Industry group | Percent increase in average earnings October 1938 to January 1943 | | | Ratio of women's to men's earnings (percent) | |
|---|---|---|---|---|---|
| | All workers[2] | Men (21 years and over) | Women (18 years and over) | January 1943 | October 1938 |
| All industries | 65.1 | 64.9 | 80.0 | 51.4 | 47.1 |
| Iron, stone, etc., mining and quarrying | 48.7 | 51.3 | ---- | ---- | ---- |
| Treatment of nonmetalliferous mine and quarry products | 52.6 | 58.6 | 96.3 | 55.3 | 44.7 |
| Brick, pottery, and glass | 56.1 | 57.9 | 69.2 | 47.2 | 44.1 |
| Chemical, paint, oil, etc | 55.8 | 59.9 | 87.8 | 55.4 | 47.2 |
| Metal, engineering, and shipbuilding | 72.6 | 75.3 | 99.3 | 50.5 | 44.4 |
| Textiles | 62.3 | 63.2 | 58.3 | 53.8 | 55.5 |
| Leather, fur, etc | 53.5 | 55.4 | 39.6 | 49.0 | 54.5 |
| Clothing | 50.0 | 47.9 | 47.6 | 50.9 | 51.0 |
| Food, drink, and tobacco | 46.6 | 48.3 | 45.6 | 49.5 | 50.4 |
| Woodworking | 43.6 | 45.4 | 59.7 | 55.8 | 50.8 |
| Paper, printing, stationery, etc | 32.3 | 27.6 | 37.4 | 43.6 | 40.5 |
| Building, contracting, etc | 43.6 | 43.4 | ---- | 55.4 | ---- |
| Miscellaneous manufacturing industries | 68.8 | 66.7 | 71.4 | 47.3 | 46.0 |
| Transport, storage, etc. (excluding railways) | 38.3 | 42.5 | 92.4 | 67.3 | 49.9 |
| Public utility services | 28.8 | 33.3 | 62.3 | 53.4 | 43.9 |
| Government industrial establishments | 38.4 | 62.0 | 61.3 | 59.2 | 59.5 |

[1] Source: Ministry of Labor Gazette, June 1943.

[2] Includes earnings of youths, boys and girls, in addition to adult men and women.

## Recommendations

1. Night work should be used only as an emergency measure.
2. When night work is necessary, all possible measures should be taken to protect the workers' health.
3. In regard to the rotation of shifts, change should be made (1) not too frequently, (2) not at intervals so long as to develop chronic fatigue.

## Sources of Information

Bedford, T. The Problem of Night Work, *in* Industrial Welfare, November 1939.

Collier, H. E. Outlines of Industrial Medical Practice, Edward Arnold, London, 1940, ch. XVII; also Health on the Night Shift, *in* Industrial Welfare, October 1939.

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# Night Work for Women and Shift Rotation in War Plants

*Night Work in Wartime.*

*Reducing Health Dangers of Night Work.*

*Rotation of Shifts: How Frequent?*

*Recommendations.*

*Sources of Information.*

* * *

**WOMEN'S BUREAU**

**U. S. DEPARTMENT OF LABOR**

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# Night Work in Wartime

The undesirability of night work has long been recognized by workers and employers alike. Workers object to it because it requires them to live under abnormal conditions. Either they are reduced to a dreary routine of sleeping by day when the rest of the world is active or they are compelled to go without sufficient rest in order to have some part in community life. Employers also are opposed to night work because they find that in the long run workers on the night shift are less alert, their morale is lower, accidents are more frequent, and productivity suffers. War production necessitates 24-hour operation of machinery. Hence many war industries now require a full force of workers on the night shift—in general, some part of the period between 10 p. m. and 8 a. m., with exact hours varying from plant to plant.

The Women's Bureau recommends that night work not be used except as the lesser of two evils in an emergency—the other being long overtime hours for day shifts. Further, all possible measures should be taken to moderate the dangers and difficulties of night work.

# Reducing Health Dangers of Night Work

To reduce the dangers of night work to the worker's health, the Women's Bureau recommends the following action—

### A. By Management

(1) Making sure the individual is able to work on the night shift.

Not all workers are able to take their turns at night-shift work throughout extended periods. While a shift arrangement involving night work is in progress, careful study should be made of effects on the individual, and those not suited to night work should be relieved of the night shift.

No employee should work on a night shift if there is a history of anemia, respiratory disease, digestive disease, or nervous disorder.

Women with home responsibilities should not work on the night shift except in a short and definitely limited emergency. It is inevitable that household duties during the day plus work at night will cause chronic fatigue.

Loss of regular sleep is more serious for young workers who have not attained full growth. Hence, young girls should not be placed on the night shift.

(2) Providing time and facilities for a hot and nutritious meal.
(3) Preserving the week-end rest.
(4) Assuring effective health supervision for night workers.
(5) Providing well-trained supervisors for night workers.
(6) Providing good lighting, which lessens fatigue and the likelihood of accidents.
(7) Giving attention to workers' transportation problems.
(8) Paying a differential rate for work at night, thus providing some compensation for the additional strain of night work.

### B. By Workers

(1) Spending 7 or 8 continuous hours in bed.
(2) Eating a hot meal at lunchtime on the night shift.
(3) Exercising daily in the open air.
(4) Reporting health disturbances to plant medical department.

## Rotation of Shifts: How Frequent?

To distribute the burden of night work and equalize employment conditions, some employers have adopted the practice of rotating shifts, thus giving each worker a share in the advantages of day work and the disadvantages of night work. There is considerable disagreement as to the frequency with which shifts should be rotated. Decision as to the best periods for rotation of shifts can be based on the experience of workers, on the available results of tests, and on the testimony of various authorities on workers' health and capacity to maintain output.

Women workers themselves, speaking from experience, object to frequent change of shifts because it upsets their eating and sleeping schedules. Women with family responsibilities find it hard to arrange for the care of their families and children, harder still to get someone to do this. On the other hand, there is objection to permanent night schedules because the workers seldom get sufficient sleep during the day and health and efficiency are seriously undermined.

The Women's Bureau finds, from testimony both of working women with night-work experience and of health authorities, that shifts should be rotated not so often as 2 or 3 weeks, and not at intervals so long as to develop chronic fatigue of the workers. Periods at which fatigue shows itself most severely have been found to be in the first days after going on night work and again at a time about a month or 6 weeks later. It is difficult to suggest an invariable rule, since conditions vary widely, and authorities of today differ in their recommendations. The one point of agreement is as to the disadvantages of night work.

### *Rotation Should Not Be Too Frequent*

If shifts are too frequent, rotation causes excessive fatigue in both day and night workers, and production standards cannot be kept up. Dr. Thomas Parran, Surgeon General of the United States Public Health Service, made the following statement in January 1942:

> Workers changing over from day to night shift every 2 or 3 weeks find it difficult to adjust their eating and sleeping habits. In plants operating on a 24-hour schedule, shifts should not be rotated more often than 2 or 3 months.

Dr. Nathaniel Kleitman, professor of physiology at the University of Chicago, states that frequent rotation affects a worker's efficiency to such an extent that it lowers his productivity. This is based on numerous experiments on the adaptability of the individual to living conditions which reverse the normal cycle of day and night. Dr. Kleitman recommends that rotation be no more frequent than every 3 or 4 months. On the basis of his experiments he states that the best practice from the point of view of output would be the continuous shift system with no rotation.

Dr. Howard E. Collier, for more than a decade a certifying factory surgeon in Redditch, England, and more recently a reader in industrial hygiene and medicine at the University of Birmingham, England, recognizes that it takes a long period to reverse the physiological functions. He therefore believes that shifts should not be made frequently, and says this about weekly changes:

> Our own observation leads us to the conclusion that short shift changes produce fatigue conditions among workers engaged on both the night and day shifts. After a few months of alternate shifts, the whole personnel becomes weary and exhausted both physically and mentally.

Dr. Collier recommends a continuous period of 4 to 6 weeks as a compromise between night shifts too long continued and very frequent shift-changes.

### *Night Work Should Not Be Continuous for the Worker*

While continuous night work would allow time for the individual to adjust to the change from his normal cycle of day and night, the evidence is that output decreases and chronic fatigue develops. Most important to the health of the night worker is to adapt to day-sleeping rather than night-sleeping. Adaptation to day-sleeping is very difficult under the living conditions of industrial workers. Few can sleep well in a noisy house or street. Change to the day shift is necessary to repair the results of lack of sleep during the night-work period.

Dr. H. M. Vernon, formerly investigator for the British Health of Munition Workers Committee and for the British Industrial Health Research Board, and for long the most outstanding authority on fatigue in industry, believes that *under industrial conditions* it is unlikely that workers ever can adjust well to working at night and sleeping during the day. He says:

> During their periods of night work their hours of sleep are almost inevitably interrupted by the daytime activities of the other dwellers in their homes, and at the week-ends, when they are free from night work for one or two nights, they more or less observe daytime conditions.

Dr. Vernon believes night work in any case to be disadvantageous, and states that where night work is continuous absenteeism among women is greater and output is decreased. He has recently requoted as a present recommendation the conclusion of the British Health of Munition Workers Committee, based on experience in the first World War, "that continuous night work is productive of definitely less output than is the discontinuous system."

U. S. DEPARTMENT OF LABOR
WOMEN'S BUREAU
Washington

## FATIGUE AND HOURS OF WORK

The problem of fatigue among industrial workers is extremely complicated, and there is no great amount of scientific information on its extent and effects. Many of the studies that have been made concern themselves with chemical and physiological changes under laboratory conditions, and therefore we cannot draw conclusions from them about what happens to the worker on the job. The following summarizes our available material on hours and fatigue.

a. There is no way of telling just how much the length of the working day and week contributes to fatigue; but it is clear that this is an important factor. The following comments are based on reports of Women's Bureau agents reporting on the experience of plants in which the daily hours of work were extended beyond eight.

### 1. An Aircraft Assembly Plant in New York

This plant has decided against changing from one 8-to two 10-hour shifts after having explored the subject, because:

(1) After going from 8 to 9 hours they found that absenteeism and turn-over increased so much that the effects of greater production were offset.

(2) They found that a 10-hour shift would make a 12- or 13-hour day for many women and decided that that was too long.

(3) Trial operations with increased shift length show that increase in production is only temporary and after a brief period efficiency drops and no more work is done than on an 8-hour day.

(4) A 10-hour day would involve too serious readjustment of all community services. The extra day of leisure under a system of five 10-hour days would not take care of this as the services are needed daily, not once a week.

see letter [illegible]

(5) The employees report fatigue, too much time away from home, et cetera, under a 10-hour arrangement.

### 2. An Aircraft Plant in Missouri

Women have been working six 9-hour days and men six 10-hour days. The plant is planning to increase the women's schedule to 10 hours because:

(1) The women asked for it.

(2) It is inefficient to have men working longer than women.

(3) Transportation difficulties arise on the "share-the-ride" scheme when women leave work an hour earlier than their drivers.

(4) The plant believes that the increased pay will reduce turn-over.

You will notice that the first and last reasons are not well substantiated in general. The fact that women like the additional overtime is no reason for assuming that the schedule would be a healthy or efficient one.

3. An Aircraft Engine Plant in Pennsylvania

This plant changed from six 8-hour days to five 10-hour days. The workers voted to keep the latter schedule. No study has been made of the effects of a change.

4. A Food Products Plant in Iowa

This plant changed from an 8 to a 10-hour day, but the results were unsatisfactory and they changed back to the shorter schedule. Officials in one department said that they believe the long work day was undesirable from the standpoint of fatigue.

As far as the effect on women was concerned, the plant reported as follows:

(1) The women work on an automatically controlled production line and the production per hour remained the same regardless of number of hours per day.

(2) Absenteeism and turn-over increased. The 10-hour day was found especially hard on the older women, who nevertheless, said they wanted it because of the increased pay.

(4) In departments working on an 8-hour shift, the monthly absenteeism rate ranged over a period of 2 months from 0.8 percent to 6.0 percent. In the same period the rate in departments on a 10-hour day ranged from 4.6 percent to 14.5 percent.

5. An Electrical Manufacturing Plant in Missouri

Changed the schedule of men workers from a six-day week of five 10½-hour days and one 8-hour day to straight 9-hour days. Production in 9 hours was found to be the same as it had formerly been in 10½.

6. A Paper Production Company in Missouri

Worked one month on a 10-hour day to meet an emergency. Women were "all worn out" by the end of the month. Turn-over increased. Production was maintained but it was believed this could not continue.

7. **An Electrical Production Plant in Iowa**

Operated various departments in a 2-month emergency on

(a) six 10-hour days
(b) seven 8-hour days

✓ After the 2 months they returned to a 48-hour week. Under the longer hour schedule efficiency had dropped and absenteeism increased. The effect showed up faster on the six 10-hour-days than on the seven 8-hour-day schedule.

8. **A Southern Shipyard**

[illegible] Kept welding production records for both a 10-hour and an 8-hour schedule. Records indicated that welding production has increased remarkably on the 8-hour schedule - the company estimates the increase at about 35 percent.

9. **An Electrical Motor Manufacturing Company**

✓ Changed from a 9-hour day and 5½-day week to five 8-hour days and discovered their production was as high on the latter schedule as on the former.

10. **An Aircraft Assembly Plant in California**

no ans Has made an elaborate study of the relative advantages of an 8-and a 10-hour day. On the basis of the study, they have established the 10-hour day. They came to the conclusion that the women were overwhelmingly in favor of working 10 hours a day and 5 days a week. A survey of the women workers, after this schedule had been in force for a while, apparently indicated that over 85 percent of the women interviewed preferred this schedule and 77 percent did not think that it was more fatiguing than the 8-hour day. They claimed that fatigue, child care, shopping, transportation, etc., were not affected by this change.

Statistics published by this firm show a drop of slightly over 2 percent in absenteeism after the 10-hour day was instituted. However, a study of their own data has shown that they took one week before the change and one week after the change as representative. It happened that these particular weeks showed the highest peak in absenteeism on the short shift and the greatest drop on the long shift of any of the weeks for which records were kept. The general trend over a period of time was, if anything, toward a slight increase in absenteeism.

b. With reference to women in industry, I should list the following as the major factors contributing to fatigue:

1. Home responsibilities
2. Long hours of work
3. Monotony
4. Posture
5. Physical environment
6. Night work
7. Personality factors

Some of the references covering this subject which you may care to look at are:

Bartley, S. Howard: Conflict, Frustration, and Fatigue. Psychosomatic Medicine, Vol. 5, p. 160, April 1943.

Division of Labor Standards, U. S. Department of Labor: Industrial Hygiene and Plant Efficiency Through Good Lighting.

Garner, Dr. J.R.: Posture and Fatigue. National Safety News, February 1942.

Hamilton, Dr. Alice: "Fatigue"; in "Protecting Plant Manpower", Spec. Bul. No. 3, Division of Labor Standards, U. S. Department of Labor, 1941.

McCord, C. P., E. E. Teal, and W. H. Witheridge: Noise and Its Effect on Human Beings. Journal of American Medical Association, May 7, 1938

Mintz, Dr. Beatrice: A Study of Shift Rotation and Night Work, in Industrial Bulletin, New York Department of Labor, December 1942.

National Research Council, Committee on Work in Industry: Fatigue of Workers and Its Relation to Industrial Production. New York, Reinhold Publishing Co., 1941.

Spaeth, Reynold A.: The Problem of Fatigue. Journal of Industrial Hygiene, Vol. I, May 1919. (This is an important, though early, study of the nature of fatigue and techniques for studying it.)

Teleky, L.: Night Work (Summary of the Literature). Industrial Medicine, November 1943.

Turner, Gordon H.: A Study of the Effect of Fixed-Paced Work Upon Health. Canadian Public Health Journal, February 1943.

Vernon, Dr. H. M.: Hours of Work and Their Influence on Health and Efficiency. British Association for Labour Legislation, 1943.

c. Most attempts to analyze the effect of hours of work deal with the relation between hours and production, and between hours and accidents. A surprising number of these attempts refer back to extremely detailed studies made during and after the last war by the British Committee on the Health of Munitions Workers. A summary of their principle findings is given by Max Kossoris, of the Bureau of Labor Statistics of the U. S. Department of Labor, in the Monthly Labor Review for June 1941. Other results are summarized as follows:

1. In the Bureau of Labor Statistics Bul. No. 722, 1943, "Shipyard Injurie and Their Causes, 1941," it is pointed out that during the day shift, accidents are most frequent during the third working hour; they are least frequent in the fifth and sixth hour; and rise practically to third-hour volume again in the eighth hour. On the evening andnight shifts, however, the greatest volume of injuries occurs during the first hour; in the second and third hours it declines somewhat

but is still relatively high: It drops in the fourth hour (reflecting slowdown of work during the lunch hour, probably); remains relatively constant for the next three hours but at a level below that of the second and third hours; and falls to the lunch-hour level during the eighth hour. The report comments:

> "The high concentration of injuries in the first three hours of these shifts appears to indicate that many of the late-shift workers are not fully rested and properly alert to the hazards of the plants when they report for work. In considerable measure this condition may be due either to the difficulties of securing the full benefits of sleep during daylight hours, or to the fact that workers on these shifts must secure their recreation and attend to their personal affairs before going to work, rather than after work as is customary for day workers."

The same report gives an analysis of the relation of accidents to day of week, which shows a similar difference between the day workers and the evening or night workers.

Similar shift characteristics have been found in England by Dr. H. M. Vernon.

2. The following examples are taken from a report on the relation of hours to production, errors, and absenteeism, in the February 1943, Industrial Bulletin of the New York State Department of Labor:

> "One firm manufacturing aircraft fasteners withdrew a request for a 60-hour week for its women because of unfavorable experiences with the men after two months on such a schedule. The men got too tired toward the end of the week, production lagged and absences increased.
>
> "An important aircraft plant in New York City found six 10-hour days a week excessive for men; morale and efficiency were impaired and absences increased about 15 percent. A 54-hour week was likewise considered too long for women and the company felt that if it was to maintain efficiency it would have to train enough workers so that it could operate on a multiple-shift basis.
>
> "A munitions company stated that excessive hours resulted in a reduction in production, and because of the extreme pressure on the men, more mistakes were made.
>
> "A large upstate firm manufacturing photographic materials, in requesting permission to employ its women 56 hours in emergencies reported that 'We prefer to employ our female employees only 40 hours per week, as it is less expensive and the work is more efficient when shorter hours are worked.'
>
> "One firm manufacturing airplane parts, which was operating on an 11 and one-half hour schedule for male employees due to the shortage of skilled labor, reported that 'it wished to change to a three-shift, eight-hour day type of operation, in order to get more production hours out of the present equipment and also to eliminate over-fatigue due to the present 11 and one-half hour shift and to cut down labor turnover resulting from the longer hours.'

"A manufacturer of life preserver equipment stated that after operating on a 60-hour week for approximately two months, production was beginning to fall off and the workers were not so efficient as previously."

3. The Annual Reports of the Chief Inspector of Factories in Great Britain for the years 1940, 1941, and 1942, give many detailed examples of British experiences showing the effect on production of shortening hours and making vacation allowances. I refer you also the four following Emergency Reports of the Medical Research Council, Industrial Health Research Board, for detailed data on the English war time experiences

No. 1. Industrial Health in War. London, 1940.
2. Hours of Work, Lost Time, and Labour Wastage. 1942.
3. The Personal Factor in Accidents. 1942.
4. A Study of Absenteeism Among Women. 1943.

4. From the spring, 1944, issue of "The Woman Engineer" comes the following table concerning output and hours. It is an attempt by Margaret Partridge, in the article entitled "The Human Machine," to evaluate mathematically the fatigue factor in industry. The actual figures of output and hours may be suggestive, but her evaluation is probably invalid in view of the fact that she assumes that the "rate of gain of speed per hour decrease in length of working week is a constant for the job," and does not take account of such factors as preliminary practice, pick-up, control of production by automatic character of the work, etc.

Table showing relative speeds of output for different weekly hours of work recorded from seven production jobs.
Source: The Woman Engineer, Vol. V., No. 18, Spring, 1944, page. 277.

| Job No. | Weekly hours of work | | | Relative hourly output or speed | | | Rate of gain per hour decreased (f) | Gross weekly change in production |
|---|---|---|---|---|---|---|---|---|
| | Longer | Shorter | Difference | On Longer | On Shorter | Gain | | |
| 1 | 58.2 | 51.2 | 7 | 23.6 | 32.8 | 9.2 | 1.31 | 305 S 22¼% |
| 2 | 54 | 30 | 24 | 33.4 | 63 | 29.6 | 1.23 | 86 S 4 3/4% |
| 3 | 53 | 50 | 3 | 36.4 | 40 | 3.6 | 1.20 | 71 S 3½% |
| 4 | 66.2 | 45.6 | 20.6 | 36 | 56.2 | 20.2 | .98 | 179 S 7½% |
| 5 | 64.9 | 48.1 | 16.8 | 46.2 | 60.1 | 13.9 | .83 | 108 L 3½% |
| 6 | 54 | 30 | 24 | 57 | 76 | 19 | .79 | 798 L 26 % |
| 7 | 72.5 | 54.5 | 18 | 46.4 | 59.7 | 13.3 | .74 | 110 L 3¼% |

Note: The last column shows whether Short (S) or Long (L) hours produced most gross output, and the quantity of this increase or decrease, and its percentage of the longer week's production.

5. One of the outstanding studies of hours of work is the 1920 Public Health Bulletin No. 106, "Comparison of an Eight-Hour Plant and a Ten-Hour Plant," by Josephine Goldmark, Mary D. Hopkins, and P. S. Florence.

6. The New York State Department of Labor, Division of Women in Industry and Minimum Wage, has published "Hours of Work in Relation to Health and Efficiency"; compiled in 1941, it summarizes the most important literature up to that date on the subject.

7. A report of the Industrial Relations Section of Princeton University on "Optimum Hours of Work in War Production" (1942) summarizes as follows the opinions of executives in companies covered by a survey. This table represents the opinions of these individuals, and is not based on specific examination of production, accident, or other records.

Opinions of executives in 128 companies covering optimum weekly hours of work for male production workers

| Weekly Hours Considered to be Optimum | 40 | 44-45 | 48 | 48-50 | 52-55 | 56 | 58 | 60 | Total |
|---|---|---|---|---|---|---|---|---|---|
| Number of Companies | 12 | 6 | 69 | 13 | 13 | 5 | 2 | 8 | 128 |
| Percentage of Companies | 9.4 | 4.7 | 53.9 | 10.1 | 10.1 | 3.9 | 1.6 | 6.3 | 100 |

These opinions were obtained through questionnaire and interview, and represent the response of individuals to the experience in their own plants.

Summary: The results of the studies referred to herein and others, mainly British, lead to the following conclusions about the relation between hours of work, accidents, and production:

There is no simple relation between the number of hours worked and the number of accidents suffered, or between the number of hours worked and the amount of production. A good many other factors qualify any conclusions we attempt to draw. However, some conclusions may be drawn:

A. Hours of work in relation to accidents, sickness, and absenteeism:

1. The number of accidents incurred does not increase directly with the hours worked during the day. Rather, there is a maximum number of accidents in the middle of the shift, for the day workers, and a maximum at the beginning of the shift, for the night workers. There are a number of factors, such as week-end loss of skill, practice efficiency, and external conditions which may counteract the effect of fatigue and be responsible for the rise in the accident curve early in the day. However, when the hours are unduly long (12-hour shift) the excessive fatigue does make itself apparent in the occurrence of accidents. The trend of accident occurrence during the day, however, cannot generally be taken as evidence for cumulative fatigue during the course of the day's work.

2. The number of hours worked are more clearly related to sickness and absenteeism than to accidents. This is especially true for women. There is in some studies, however, a lack of standardization of the available data, so that results from one factory cannot be compared with those from another. On the whole, however, the amount of time lost through sickness, or casual absenteeism is diminished when excessive hours are reduced.

3. Factors other than hours of work must also be considered before drawing any conclusions about absenteeism; some of these factors are: Transportation, inexperience of women workers, (seven-day week,) working conditions.

B., Hours of work in relation to production:

1. Somewhat more apparent is the relation of length of working day to output. But here also other variables may enter. Among these are:

(a) Difference between hours scheduled and hours actually worked.
(b) Factors other than hours influencing production, such as:
  Appeal for more production in an emergency
  Holidays and rest periods
  Changes in methods of production, processes, machinery
  Changes in wage rates
  Extent to which operations are mechanically controlled or depend on activity of operator.

2. Despite these limitations, there is evidence that shorter shifts have produced higher hourly output and in some instances, higher total output over a period of time.

3. There is evidence that production falls off as the day progresses; to this extent production may be taken as a more obvious criterion of fatigue than accidents. However, it is not clear that no other variable is introduced during the period analyzed.

U. S. DEPARTMENT OF LABOR
WOMEN'S BUREAU
Washington

# HOURS OF WORK, FATIGUE, AND EFFICIENCY IN GERMANY

Source: Industrial Welfare and Personnel Management, November-December 1943, p. 186

At a meeting of the German Chamber of Labour held in Berlin on 30th April, 1943 (reported in the August, 1943 issue of the International Labour Review), Dr. T. Huphauer, a member of Ley's department, spoke on the relation between hours of work and output. The following is an extract from his speech:

> Man's physical strength in respect of output is limited. War involves difficulties of every kind. These difficulties affect the life and work of every member of the community, and can hardly be considered as likely to increase the individual's reserves of physical strength and fitness. Thus, a woman who has been mobilised worries about her family and her household and, with the best will in the world, wants to be in a position to go on dealing with her private business and duties, the proper performance of which is equally important from the point of view of winning the war. It would therefore be reasonable to regulate hours of work with due regard for these considerations and facts. What is the use of fixing regulation hours of work if, by reason of absenteeism and lost time, whether justified or not, the regulation hours are not observed in practice but are replaced in reality by a shorter period of actual work? What is the use of long working hours if all that they mean is hours of presence and not hours of work and output? Experience has shown that the best output has always been obtained in undertakings which, on the basis of common sense calculations, have succeeded in harmonising the claims that they make on their workers with the workers' physical and moral capacity as well as with the obligations incumbent on them outside the factory. This means that every undertaking should decide for itself what hours of work suit it best and are most likely to guarantee the best and highest output. . . It is encouraging to note that a large number of undertakings have already tried to find a solution for these difficult problems and have genuinely succeeded in solving them. The results of these attempts are conclusive. It has been proved that a return to shorter and more normal hours of work, for instance, 8 or 9 per day, far from reducing the daily output of the worker, actually increases it. . . The adoption of a five-day working week is not advisable because it involves too long a working day with unfavourable results on health, and therefore on the output, of the workers, and makes the granting of relatively long rest pauses indispensable. It is thus clear that the regulation of hours of work is a matter which can only in part be settled outside the undertaking, and which has in the final analysis to be settled primarily by the individual undertakings themselves.

U. S. Department of Labor
WOMEN'S BUREAU
Washington

## SOME COMMENTS ON PLANT EXPERIENCE WITH LENGTHENED SHIFTS

I. The following comments are based on reports of Women's Bureau agents reporting on the experience of plants in which the daily hours of work were extended beyond eight:

### 1. An Aircraft Assembly Plant in New York

This plant has decided against changing from one 8 to two 10-hour shifts after having explored the subject, because:

(1) After going from 8 to 9 hours they found that absenteeism and turnover increased so much that the effects of greater production were offset.

(2) They found that a 10-hour shift would make a 12- or 13-hour day for many women and decided that that was too long.

(3) Trial operations with increased shift length show that increase in production is only temporary and after a brief period efficiency drops and no more work is done than on an 8-hour day.

see letter

(4) A 10-hour day would involve too serious readjustment of all community services. The extra day of leisure under a system of five 10-hour days would not take care of this as the services are needed daily, not once a week.

(5) The employees report fatigue, too much time away from home, et cetera, under a 10-hour arrangement.

### 2. An Aircraft Plant in Missouri

Women have been working six 9-hour days and men six 10-hour days. The plant is planning to increase the women's schedule to 10 hours because:

(1) The women asked for it.

(2) It is inefficient to have men working longer than women.

(3) Transportation difficulties arise on the "share-the ride" scheme when women leave work an hour earlier than their drivers.

(4) The plant believes that the increased pay will reduce turnover.

You will notice that the first and last reasons are not well substantiated in general. The fact that women like the additional overtime is no reason for assuming that the schedule would be a healthy or efficient one.

### 3. An Aircraft Engine Plant in Pennsylvania

This plant changed from six 8-hour days to five 10-hour days. The workers voted to keep the latter schedule. No study has been made of the effects of a change.

### 4. A Food Products Plant in Iowa

This plant changed from an 8 to a 10-hour day, but the results were unsatisfactory and they changed back to the shorter schedule. Officials in one department said that they believe the long work day was undesirable from the standpoint of fatigue.

As far as the effect on women was concerned, the plant reported as follows:

(1) The women work on an automatically controlled production line and the production per hour remained the same regardless of number of hours per day.

(2) Absenteeism and turnover increased. The 10-hour day was found especially hard on the older women, who, nevertheless, said they wanted it because of the increased pay.

(3) In departments working on an 8-hour shift, the monthly absenteeism rate ranged over a period of 2 months from 0.8 percent to 6.0 percent. In the same period the rate in departments on a 10-hour day ranged from 4.6 percent to 14.5 percent.

### 5. An Electrical Manufacturing Plant in Missouri

Changed the schedule of men workers from a six day week of five 10½- hours and one 8-hour day to straight 9-hour days. Production in 9 hours was found to be the same as it had formerly been in 10½.

### 6. A Paper Production Company in Missouri

Worked one month on a 10-hour day to meet an emergency. Women were "all worn out" by the end of the month. Turnover increased. Production was maintained but it was believed this could not continue.

### 7. An Electrical Production Plant in Iowa

Operated various departments in a 2-month emergency on

(a) six 10-hour days
(b) seven 8-hour days.

After the 2 months they returned to a 48-hour week. Under the longer hour schedule efficiency had dropped and absenteeism increased. The effect showed up faster on the six 10-hour days than on the seven 8-hour day schedule.

8. A Southern Shipyard

repeat ✓

Kept welding production records for both a 10-hour and an 8-hour schedule. Records indicated that welding production has increased remarkably on the 8-hour schedule - the company estimates the increase at about 35 percent.

9. An Electrical Motor Manufacturing Company

Changed from a 9-hour day and 5½ day week to five 8-hour days and discovered their production was as high on the latter schedule as on the former.

10. An Aircraft Assembly Plant in California

Has made an elaborate study of the relative advantages of an 8 and a 10-hour day. On the basis of the study, they have established the 10-hour day. They came to the conclusion that the women were overwhelmingly in favor of working 10 hours a day and 5 days a week. A survey of the women workers, after this schedule had been inforce for a while, apparently indicated that over 85 percent of the women interviewed preferred this schedule and 77 percent did not think that it was more fatiguing than the 8-hour day. They claim that fatigue, child care, shopping, transportation, etc., were not affected by this change.

[illegible]

Statistics published by this firm show a drop of slightly over 2 percent in absenteeism after the 10-hour day was instituted. However, a study of their own data has shown that they took one week before the change and one week after the change as representative. It happened that these particular weeks showed the highest peak in absenteeism on the short shift and the greatest drop on the long shift of any of the weeks for which records were kept. The general trend over a period of time was, if anything, toward a slight increase in absenteeism.

II. The following examples are taken from a report on the relation of hours to production, errors, and absenteeism, in the February 1943, Industrial Bulletin of the New York State Department of Labor:

1. "One firm manufacturing aircraft fasteners withdrew a request for a 60-hour week for its women because of unfavorable experiences with the men after two months on such a schedule. The men got too tired toward the end of the week, production lagged and absences increased.

✓ [illegible]

2. "An important aircraft plant in New York City found six 10-hour days a week excessive for men; morale and efficiency were impaired and absences increased about 15 percent. A 54-hour week was likewise considered too long for women and the company felt that if it was to maintain efficiency it would have to train enough workers so that it could operate on a multiple-shift basis.

3. "A munitions company stated that excessive hours resulted in a reduction in production, and because of the extreme pressure on the men, more mistakes were made.

4. "A large upstate firm manufacturing photographic materials, in requesting permission to employ its women 56 hours in emergencies reported that 'We prefer to employ our female employees only 40 hours per week, as it is less expensive and the work is more efficient when shorter hours are worked.'

Kodak

5. "One firm manufacturing airplane parts, which was operating on an 11 and one-half hour schedule for male employees due to the shortage of skilled labor, reported that 'it wished to change to a three-shift, eight hour day type of operation, in order to get more production hours out of the present equipment and also to eliminate over-fatigue due to the present 11 and one-half hour shift and to cut down labor turnover resulting from the longer hours.'

6. "A manufacturer of life preserver equipment stated that after operating on a 60-hour week for approximately two months, production was beginning to fall off and the workers were not so efficient as previously."

In some West Coast plants, rehiring may run as high as 20 percent of the total in several weeks. Most of those rehired are women who have been away from the plant from a month to 6 weeks after average employment of 6 months. Carefully interviewed, the women admitted that "personal illness" generally reported at exit interviews was really accumulated fatigue and a desire to rest and live a normal life for a few weeks. Many said a week's vacation with pay (which their short tenure of employment denied them) would have sufficed. Now plants are seriously thinking of granting a month's leave of absence after 5 or 6 months of work, which would tend to guarantee the workers return and save training costs. (Modern Business, Dec. 15, 1943, p. 141.)

## Attitude of Women

The following expressions of the women themselves indicate how they regard the system of "eating while you work." "I take my lunch and sometimes bring it back home as I don't have a chance to eat it while I work." "We eat while we work. This is no good at ________ (a competing company). The spinners have half an hour to eat and they make as much in their 7½ hours as we do in 8." "I walk and eat at the same time. We walk back and forth all day. The machines never stop." "We can not sit down and must swallow our food while the machine runs." An industrial nurse in a textile plant commenting upon the lack of a formal lunch period reported that she attributed several cases of nervous indigestion that had come to her attention to the necessity of bolting their lunches.

## Aircraft plants

Other industries on "round the clock" production schedules have been able to keep up production while allowing adequate time off for meal periods. The aircraft industry is an example of this. The first two shifts have a spread of 8½ hours which includes 30 minutes for lunch and the last shift has a spread of 7 hours including an allowance of a 30 minute meal period. Several of the largest aircraft assembly plants are following this schedule.

## Accidents

Various studies have shown the recuperative effect of the meal hour on productive capacity and ability to avoid accidents. From a statistical study of over 2,000 accidents it was conclusively shown that there is a rise in the number of accidents during the forenoon and a decided fall after the midday break but this is following by another rise in the accident rate as the afternoon progresses. Other studies give supporting evidence of this same trend.

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Boeing — Wichita
10-160

so nervous & tired that
they burst out in tears
over everything & nothing

G.W. - I am too tired
fall asleep hanging
on a strap
rest periods lie on
floor & go to sleep -
its 10th hr. that kills

Employment 10,497 W.
1944 - 3 mos - 2100 W.
quit

1943 - Nov. 12,293 W.
1235 hires
592 termina

1733

# STUDIES OF ACCIDENTS, ILLNESS, AND PRODUCTION IN RELATION TO HOURS OF WORK

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# STUDIES OF ACCIDENTS, ILLNESS, AND PRODUCTION IN RELATION TO HOURS OF WORK

## I. Sickness and accidents in relation to hours of work

### A. The time of day and time of week of accidents:

1. In a study of accident records in American Shipyards, 1941, (Ref. 1) the following table summarizes the relation of accident incidents to hour of the day or night. The records give the number of disabling injuries, as derived from the original injury records of 11 shipyards which made their records available for analysis and transcription by agents of the Bureau of Labor Statistics:

Table

Distribution of disabling injuries in 11 shipyards, by shift and by hour of shift in which injury occured, 1941

| Shift | Total number of disabling injuries | Percentage of disabling injuries occurring in - | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | First hour | Second hour | Third hour | Fourth hour | Fifth hour | Sixth hour | Seventh hour | Eighth hour | Other |
| Total | 2,262 | 13.2 | 11.6 | 15.5 | 11.1 | 8.5 | 9.0 | 12.1 | 12.9 | 6.1 |
| Day | 1,588 | 11.0 | 10.7 | 15.4 | 12.0 | 7.5 | 8.1 | 12.8 | 14.5 | 8.0 |
| Evening | 495 | 17.2 | 13.7 | 16.4 | 9.5 | 10.9 | 11.1 | 10.5 | 8.9 | 1.8 |
| Night | 179 | 22.3 | 14.0 | 14.5 | 7.8 | 10.6 | 11.2 | 10.6 | 9.0 | 0 |

Of the distribution of these accidents, the report says:

> The time-of-occurrence pattern, revealed by the distribution of 2,262 injuries reported in 11 yards, shows a striking similarity between the second and third shifts and a striking dissimilarity between these shifts and the regular day shift. On the day shift, injuries were most frequent during the third working hour; were least frequent in the fifth and sixth hours; and rose practically to third-hour volume again in the eighth hour.
>
> The evening and night shifts, on the other hand, had their greatest volume of injuries in the first hour. The number occurring in the second and third hours declined somewhat, but remained relatively high. In the fourth hour the volume dropped decidely, probably reflecting the reduction of activity during lunch periods. In each of the following three hours the number of cases remained relatively constant, but at a level below that of the second and third hours. In the eighth hour of both of the late shifts the number of injuries again fell to approximately the lunch-hour level. The high concentration of injuries in the first three hours of these shifts appears to indicate that many of the late-shift workers are not fully rested and properly alert to the hazards of the plants when they report for work. In considerable measure this condition may be due either to the difficulties of securing the full benefits of sleep during daylight hours, or to the fact that workers on these shifts must secure their recreation and attend to their personal affairs before going to work, rather than after work as is customary for day workers.

The relation of accidents to day of week is shown in the following table:

| Shift | Total number of disabling injuries | Percentage of disabling injuries occuring on - | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | Sunday | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday |
| Total | 2,429 | 2.3 | 18.1 | 18.1 | 16.6 | 15.1 | 16.4 | 13.4 |
| Day | 1,759 | 2.2 | 19.4 | 18.4 | 16.3 | 15.1 | 15.6 | 13.0 |
| Evening | 497 | 2.2 | 14.9 | 17.5 | 16.7 | 15.7 | 18.9 | 14.1 |
| Night | 173 | 3.5 | 14.5 | 16.8 | 20.2 | 13.3 | 16.2 | 15.5 |

Of this distribution, the author says:

> The distribution of 2,429 injuries, which occurred in 11 shipyards, indicates that cumulative work fatigue, of the type which builds up day by day and is not completely overcome in the normal rest periods between workdays, was not an important contributing factor in shipyard accidents during 1941, despite the increased speed of operations and longer hours which characterized the industry during that year.
>
> The volume of injuries on the regular day shift was much greater on Mondays than on any other day of the week, lending some support to the occasionally expressed theory that recreational pursuits on a day off are frequently more fatiguing than the day-to-day routine of heavy work to which workers have accommodated themselves. It is possible too, that even one day of dissociation with the hazards of daily work may be sufficient slightly to lessen the skill with which those hazards are avoided. The relative volume of injuries to first-shift workers declined successively on Tuesdays, Wednesdays, and Thursdays. Fridays showed a slight increase, hardly great enough to be significant. Saturdays showed a sharp decline, mainly as a result of the fact that Saturday was not a full workday for all employees.
>
> The second, or evening shift, did not have a Monday peak of injuries. Tuesday injuries on this shift were more numerous than those occurring on Mondays, Wednesdays, or Thursdays, but were less numerous than the Friday cases. Full employment upon the second and third shifts was not common during 1941 in the shipyards surveyed, and the total number of injury cases reported for these shifts was relatively small. The distributions for the evening and (particularly) for the night shifts, therefore, should be evaluated as being based upon rather small samples.

2. Earlier British studies:

(a) H. M. Vernon, in 1937 (Ref. 2) summarized the findings of the Health of Munition Workers Committee on the time of day when accidents occurred. The following table gives the number of cuts reported per 10,000 lathe workers per week in a fuse factory, giving data for two periods; 1915, when workers were on a 12-hour day, and 1916-17, when they were on a 10-hour day. Vernon points out that the first and last figures for each of the three work periods should not be considered significant, because they involve time getting ready to work and getting ready to stop. The table for accidents on night shift gives figures for 1916-17, when workers went on night duty:

Accidents per 10,000 lathe workers per week

| Time of day | Men |  | Women |  | Output |
|---|---|---|---|---|---|
|  | 1915 | 1916 and 1917 | 1915 | 1916 and 1917 |  |
| 7.0 - 7.30 | 9 | 16 | 2 | 6 | 56.2 |
| 7.30 - 8.30 | 24 | 29 | 17 | 13 | 101.7 |
| 8.30 - 9.30 | 33 | 47 | 26 | 25 | 105.4 |
| 9.30 - 10.30 | 64 | 54 | 72 | 43 | 110.4 |
| 10.30 - 11.30 | 54 | 65 | 90 | 44 | 110.8 |
| 11.30 - 12.0 | 36 | 55 | 57 | 36 | 100.4 |
| 1.0 - 1.30 | 67 | 43 | 63 | 24 | 86.9 |
| 1.30 - 2.30 | 50 | 56 | 80 | 37 | 110.0 |
| 2.30 - 3.30 | 46 | 54 | 72 | 36 | 103.3 |
| 3.30 - 4.30 | 48 | 52 | 80 | 38 | 104.7 |
| 4.30 - 5.30 | 44 | 49 | 63 | 31 | 105.4 |
| 5.30 - 6.0 | 39 | 50 | 52 | 36 | 53.0 |
| 6.15 - 6.30 | 39 | - | 52 | - | - |
| 6.30 - 7.15 | 42 | - | 52 | - | - |
| 7.15 - 8.0 | 36 | - | 48 | - | - |
| 8.0 - 8.30 | 14 | - | 47 | - | - |
| Actual number of accidents in statistical period | 660 | 3.637 | 1,145 | 3.933 | - |

| Time of night | Men | Women | Output |
|---|---|---|---|
| 6.30 - 7.0 | 35 | 16 | 53.5 |
| 7.0 - 8.0 | 60 | 31 | 99.0 |
| 8.0 - 9.0 | 53 | 33 | 103.6 |
| 9.0 - 10.0 | 50 | 32 | 108.5 |
| 10.0 - 10.30 | 44 | 33 | 101.6 |
| 11.30 - 11.45 | 32 | 20 | 70.9 |
| 11.45 - 12.45 | 40 | 29 | 112.9 |
| 12.45 - 1.45 | 43 | 27 | 108.9 |
| 1.45 - 2.45 | 37 | 30 | 109.5 |
| 2.45 - 3.0 | 23 | 24 | 98.8 |

Table (cont.)

| | | | |
|---|---|---|---|
| 3.30 - 3.45 | 33 | 19 | 79.7 |
| 3.45 - 4.30 | 36 | 22 | 115.2 |
| 4.30 - 5.15 | 34 | 21 | 111.8 |
| 5.15 - 6.0 | 36 | 26 | 103.1 |
| 6.0 - 6.30 | 37 | 26 | 39.6 |
| Actual number of accidents in statistical period | 1,972 | 1,904 | - |

(b) A similar study (Ref. 3) of the fresh cuts treated in a projectile factory in 1917-18 is summarized in the table below. It covers 2,560 accidents to men and 3,409 to women, and their hourly incidence on both the day and night shifts. The three periods of work are approximately:

day shift: 7:30-9:00; 10:00-1:00; 2:30-5:00
Night shift: 8:20-11:00; 1:00-3:20; 5:00-7:00

Table V. - Cuts per Hour during each Work Spell

| Work spell | Day shift | | | | Night shift | | | |
|---|---|---|---|---|---|---|---|---|
| | Oct. - Dec. | Jan. - March | April - June | July - Sept. | Oct. - Dec. | Jan. - March | April - June | July - Sept. |
| **Men -** | | | | | | | | |
| 1st. spell | 79 | 95 | 69 | 61 | 87 | 86 | 87 | 44 |
| 2nd. spell | 112 | 129 | 85 | 71 | 61 | 70 | 62 | 43 |
| 3rd. spell | 85 | 88 | 77 | 59 | 69 | 67 | 56 | 38 |
| **Women** | | | | | | | | |
| 1st. spell | 109 | 127 | 111 | 72 | 116 | 133 | 120 | 86 |
| 2nd. spell | 129 | 140 | 119 | 79 | 114 | 116 | 105 | 55 |
| 3rd. spell | 91 | 119 | 83 | 57 | 66 | 83 | 74 | 48 |

Both of these studies show that on the day shift the accidents tend to increase during the middle of the period and decrease again toward the end. On the night shift, the accidents are more numerous at the beginning of the shift, and fall off later.

(c) In an attempt to discover whether hourly variations in accident frequency are due to fatigue, H. M. Vernon (Ref. 18) compared the accident rate in the morning with that in the afternoon for "all the suitable series of data recorded by the British Association Committee." This material, when arranged in order of the weekly hours of work in the industry, showed that for an average weekly work period of 57.1 hours, the number of afternoon accidents was 96 per cent that of morning accidents, and with a mean of 49.9 hours of work a week, the ratio was 1.05. The ratio for all the data is 1.01 to 1. Thus, "the accident frequency was practically no greater in the afternoon than in the morning, and it showed no indications of being larger when hours of work were long than when they were short."

The following table gives the values for separate industries:

| Industry | Weekly hours of work. | Ratio of afternoon to morning accidents. |
|---|---|---|
| Textiles | 60 or more | .94 |
| Building | 60 or more | .89 |
| Paper | 60 | .92 |
| Tannery | 55-59 | 1.01 |
| Coach-building | 54-60 | .86 |
| Cotton | 56 | .88 |
| Wool | 56 | .90 |
| Motor cars. | 55 | 1.17 |
| Motor cars. | 55 | 1.05 |
| Pottery and glass | 50-60 | .94 |
| Means | 57.1 | .96 |
| Automatic machines | 54 | 1.21 |
| Shoes | 54 | .93 |
| Metal and foundries | 54 | 1.15 |
| Chains and engineering | 50 | 1.07 |
| Gas works | 48 | 1.02 |
| Electric supply | 48 | .98 |
| Building | 44-48 | 1.03 |
| Printing and publishing | 42-48 | 1.25 |
| Means | 49.9 | 1.08 |

Vernon also gives (Ref. 18, p. 187) the results of a similar comparison for the factory workers whose accidents are listed in (a) above. He finds that for the period in which they worked 12 hours a day, the ratio of afternoon to morning accidents was 1.06 for the men and 1.29 for the women; whereas in the period of a 10-hour shift, it was 1.00 for the men and 1.11 for the women. Vernon concludes that the great excess on the part of the women in the first period (1.29) was undoubtedly an effect of excessive fatigue. He believes, however, that (p. 186) "in ordinary industries, under normal hours of work, there is no good evidence that th the rise of accidents observed during the work spells is due to fatigue."

(d) Vernon (Ref. 2, p. 96) summarizes the work of British Association Committee in 1915 on accident frequency by day of the week as follows:

The Daily Accident Rate. - Evidence bearing on the question of accident causation is afforded by a study of the variations in accident frequency from day to day of the working week. It is best to ignore Saturdays, for the half holiday upsets comparisons, Of the remaining five days, it is usually found that Mondays show a maximum of accidents and Fridays a small excess, while the minimum occurs in the middle of the week. Data collected by the British Association Committee showed that the various industries classified by them attained a maximum and a minimum on the following days:

| | Mon. | Tues. | Wed. | Thurs. | Fri. |
|---|---|---|---|---|---|
| Maximum no. of accidents on | 11 | 4 | 3 | 3 | 8 |
| Minimum no. of accidents on | 3 | 5 | 9 | 8 | 4 |

B. Sickness and absenteeism

1. The following figures were quoted as from the work of the British Committee in the last war, by Dr. A. Hamilton (Ref. 4). These are also given by M. Kossoris (Ref. 5) who quotes them from Vernon (Ref. 6).

| | Percent of time lost from illness | |
|---|---|---|
| | Men | Women |
| Workweek: | | |
| 63¼ hours | 7.0 | -- |
| 62 hours | 5.7 | 6.4 |
| 54 hours | 4.0 | 4.3 |
| 44 hours | -- | 3.1 |

2. British studies in the present war.

(a) A study of sickness and hours of work (Ref. 7) shows the average number of women absent per 1,000 workers per week at one factory during the months June to December 1940. Vernon (Ref. 8) summarizes the data as follows:

| Month | Weekly hours of work | Number of women absent from | | |
|---|---|---|---|---|
| | | Resp. diseases | Nervous breakdowns | All causes |
| June | 67½ | 3 | 11 | 21 |
| July | 63 | 7 | 18 | 37 |
| August | 60½ | 12 | 24 | 47 |
| Sept. to Nov. (Mean) | 57 | 15 | 12 | 39 |

He points out that the lag in absenteeism is due to the "lag in the action of the long hours upon the previously healthy women," and that a slight recovery occurred when hours were reduced to 57.

The reaction of men in another factory (over the same period) is shown by the following table, which indicates a much milder response in spite of longer hours than the women worked.

| Month | Weekly hours of work | Number of men absent from | | |
|---|---|---|---|---|
| | | Resp. diseases | Nervous breakdowns | All causes |
| June | 70-3/4 | 8 | 4 | 23 |
| July | 67 | 13 | 7 | 37 |
| August | 65-3/4 | 8 | 6 | 26 |
| Sept. to Nov. (Mean) | 65-3/4 | 10 | 3 | 22 |

In 1,600 of the cases of pulmonary tuberculosis notified during 1941 the hours of work of the sufferers were ascertained with the following results:

| | Average number of hours per week | | | |
|---|---|---|---|---|
| | 40 - 48 | 48 - 56 | 56 - 64 | 65 - 72 |
| | Percent | | | |
| Women in medium-heavy industries | 14 | 46 | 31 | 9 |
| Women in lighter industries | 35 | 45 | 14 | 6 |

It will be seen that of the women employed in medium-heavy industries nearly a third worked for 56 to 64 hours a week, whilst 9 percent worked for 65 to 72 hours.

(b) The general picture of lost time in a number of British factories for three months of 1941 is shown in the following table. (Ref. 7) Although time lost is given as percent of a normal 47-hour week, it must be remembered that the actual work schedule was usually 60 to 65 hours a week for men and 55 to 60 for women. If lost overtime had been included, the figures in the table would have increased by 1 or 2 percent.

Table I.--Average amount of time lost during the normal week of 47 hours in April, May and June, 1941. (Results expressed as a percentage of the normal week of 47 hours.) 1/

| Factory | Number of workers | Actual hours worked | Per cent of normal time lost | | | |
|---|---|---|---|---|---|---|
| | | | Sickness | Injury | Absence without permission | Total |
| A | 6,000 | 48.6 | 4.7 | 0.2 | 3.8 | 8.7 |
| B | 3,500 | 54.6 | 5.9 | 0.9 | 3.2 | 10.0 |
| C | 5,000 | 56.4 | 2.8 | 0.6 | 3.9 | 7.3 |
| D | 15,000 | 54.3 | 2.5 | 0.6 | 3.6 | 6.7 |
| E | 3,000 | 51.9 | 5.6 | 0.3 | 0.8 | 6.7 |
| F | 5,000 | 54.0 | 3.4 | 0.2 | 7.4 | 11.0 |
| G | 4,500 | 50.7 | 2.4 | 0.4 | 0.8 | 3.6 |
| H | 3,500 | 53.5 | 2.5 | 0.9 | 2.9 | 6.3 |
| I | 1,100 | 55.7 | 1.3 | 0.3 | 6.2 | 7.8 |
| J | 1,500 | 55.7 | 1.9 | 0.7 | 6.0 | 8.6 |
| K | 1,000 | 52.0 | 2.1 | 0.3 | 2.0 | 4.4 |
| L | 13,000 | 53.7 | - | No records | - | 5.8 |
| M | 6,000 | 56.9 | - | No records | - | 5.1 |

---

1/ Hours of Work, Lost Time and Labour Wastage. Medical Research Council, Great Britain Industrial Health Research Board. London 1942 P. 5

(c) For each day of the week, in an old-established munitions factory (Factory D in table) and in two modern factories (Factories E and T), the percentage of absenteeism is given below. (Ref. 7) The table shows conspecuously the higher absenteeism of women than of men.

Some of the factors contributing to the greater amount of absenteeism in the new factories than in the old are summarized as:

(1) Transportation time
(2) Employment of inexperienced women
(3) Seven-day week
(4) Poor working environment

Friday's low figure is probably due to the fact that this is pay-day.

Table III.--Percentage number of workers absent without permission on each day of the week in (a) an old-established munition factory on the two-shift system with no Sunday work, and (b) two modern factories on the three-shift system with work on Sundays 1/

| Factory | No. of workers | Sex | Number absent expressed as percentage of number employed | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | Sun. | Mon. | Tues. | Wed. | Thurs. | Fri. | Sat. |
| D | 11,000 | Male | - | 3.4 | 2.6 | 2.1 | 1.8 | 2.1 | 5.2 |
| E | 6,970 | Male | 13.0 | 8.8 | 8.7 | 8.7 | 7.5 | 5.4 | 20.4 |
| E | 9,779 | Female | 20.5 | 15.7 | 14.1 | 15.6 | 11.3 | 10.1 | 37.0 |
| T | 2,143 | Male | 10.4 | 6.0 | 3.9 | 5.1 | 3.1 | 1.6 | 2.6 |
| T | 3,869 | Female | 20.1 | 10.3 | 9.1 | 11.6 | 10.7 | 8.6 | 10.5 |

1/ Source: Hours of Work, Lost Time and Labour Wastage. Medical Research Council. Great Britain Industrial Health Research Board. London, 1942, p. 8.

(d) For six of the factories listed in the two previous tables a comparison of the absenteeism of men and women is shown below. (Ref. 7)

Table IV.--Comparison of time lost by men and women 1/

| Period | Factory | Men | | Women | |
|---|---|---|---|---|---|
| | | No. in group | Per cent absent | No. in group | Per cent. absent |
| 1940 | | | | | |
| June to December | A | 826 | 5.6 | 1,850 | 10.8 |
| June to December | E | 6,895 | 14.8 | 6,739 | 27.2 |
| June to December | K | 1,761 | 4.4 | 1,378 | 8.7 |
| 1941 | | | | | |
| April | B | 2,380 | 7.8 | 1,073 | 12.4 |
| July | D | 10,820 | 6.5 | 765 | 20.9 |
| April | T | 2,192 | 10.8 | 3,947 | 18.0 |

---

1/ Source: Hours of Work, Lost Time and Labour Wastage. Medical Research Council. Great Britain Industrial Health Research Board. London, 1942, p. 9.

3. C.O. Sappington (Ref. 9) makes the following statement, but does not give the source:

In an American munitions plant, Florence noted the effect of increasing hours of work from 9½ to 12 per day; the absence rate increased from less than 6 per cent to 9.3 per cent during the first year and 12.2 per cent during the second year, which apparently shows the cumulative effects of longer hours.

4. Vernon cites the following experience (Ref. 6, pp. 53-4):

"At a recent visit to a factory by one of may colleagues, the Works Manager told him about an experience he had concerning the effect of overtime on output. He said that in March, 1936, he got some big contracts which necessitated his working his people to the limit of the hours allowed by the Factory and Workshops Act, 1901, that is, 8 a.m. to 8 p.m. on week-days and 8 a.m. to 4 p.m. on Saturdays (a 59½ hour week). The increased time began in the third week of March and production steadily went up until there was a peak period in June, lasting about two weeks, then production dropped gradually until October of the same year when overtime was given up because production at this period was not as great as it was in the first week of March when they were working a 47-hour week. The illness rate during this six months period was 10%, due, as the Works Manager thought, to fatigue. He noticed that the individual output lessened and that the workers had no interest in their jobs and appeared to be doing them mechanically. It is interesting to note that the observations applied equally to workers who were paid by the day and by piecework. I cannot produce to you evidence of any specific illness caused by prolonged hours of work, but there was in 1914-1918 ample evidence of an increased sickness rate where over long hours were worked."

## II. Relation of hours of work to output

### A. Current data:

1. Examples of the effect of changes in hours of employment on production and absenteeism are given in the Annual Reports of the Chief Inspector of Factories in Great Britain for the past three years: (Ref. 10)

(a) From the Report for 1940:

(1) One firm who had worked a 5½ day week, changed over to a 7 day week, with total working hours in excess of 60. After four weeks there were obvious signs of flagging and, to combat this, work was omitted on every fourth week-end. This brought no improvement and after a time the output was no more than it had been originally. They reverted to the 5½ day week and the output went down slightly, but gradually pulled up again to the original figure.

(2) Owing to enemy action in a factory it became necessary to cut down the hours of work since the black-out had been damaged and work could only proceed during daylight. Previously the working week had been 60 hours for men and 58 for women. These hours were reduced to 52 for both men and women, which involved a net loss of 400 hours a week. In a fortnight production had reached the original level.

(3) In a factory in which some 650 men and 100 women are employed, the men worked for 64 hours a week spread over seven days for a considerable period. Absenteeism records showed that often as many as 100 workers were absent on any particular day. It was decided to reduce the hours to 56 and to stop work on Saturday afternoon and Sunday. Absenteeism was halved at once and is steadily declining and the output has not suffered.

(4) In a factory in which males only were engaged, those over 18 were employed for weekly periods of from 72 to 84 hours and in some cases no day off was allowed over long periods. Absenteeism increased and frequently on any one day from 15 percent to 25 percent of the persons employed were absent. The firm decided to reduce the hours to 56 and to give a week-end break between 12 noon on Saturday and 7 a.m. on Monday. The absenteeism became almost negligible. The workers had thought that their wages would decline, but this was not so and production actually increased.

(5) It was probably a similar experience which prompted the Manager of one works to sum up the situation with the suggestion that "working seven days means six days' production for eight days' pay." On the other hand it should be recorded that one firm, who have several large factories in different parts of the country in which the hours of work averaged about 60 over a long period and in which during the summer months individuals worked for seven days in the week, maintain that the man hour output of the factories has not suffered but that on the contrary, it continues to rise.

(b) From the Report for 1941:

(1 ) In a factory in which women worked for six full days a week, absenteeism became so acute that the firm decided to establish a rota system within the 6-day week. The women are now divided into groups of six, and a half-time woman is allotted as a relief member of each group. Each individual worker within the group works for $5\frac{1}{2}$ days with a weekly total of 52 hours instead of 56 or 57. The casual absenteeism, much of which was concerned with shopping and other domestic problems, has practically ceased since the change was made.

(2) A firm who employ women in the making of hand grenades found that they produced more when working a 50-hour week than when they were working a 56-hour week.

(3) In a twelve-hour night shift in a factory, adult men were found to be having only one half hour break. The Inspector, with some difficulty, persuaded the firm to give a second half hour later in the shift. After a short interval it was found that there was no loss in production.

(4) In a factory in which scientific glass is made and in which most of the employees are women, careful records have been kept of daily and weekly output. For some months the hours of work, except on short days, were 9 hours 50 minutes. Then overtime was stopped and 8 hours 30 minutes was worked. After two weeks the majority of the women were producing as much in the $8\frac{1}{2}$ hours as they had done in the longer period. Shortly before Christmas the hours were raised to 10. The increase in production was not commensurate with the increase in hours and the firm told the women that they could go home when they had completed the number of articles that they were producing in the 10 hours. Some went home after $8\frac{1}{2}$ hours and nearly all after 9 hours.

(c) From the Report for 1942:

(1) Interesting figures dealing with absence have been supplied by a firm of rope-makers where 240 women were employed first on a system of extended day work for 57 hours a week, Sunday to Friday, and then on a group rota system of six days' work followed by two free days for each group, giving an average for an eight week period of just under 50 hours a week. Figures drawn up for the month of August on the 57 hour week showed that the average rate of absence was 15.8 per cent. Under the rota scheme which started in October the figures for December on the 50-hour week show that the average rate of absence had dropped to 10.1 per cent, in spite of the fact that it was the winter season when absence for sickness is generally more prevalent than in the summer.

(2) In a small factory in Birmingham which had returned to their normal working hours of 47 for the males over 16 and 44 for those under 16, the output was as high as when 54 and 48 hours respectively were worked. In the same town, in a large metal works there was very little difference in output when the hours were reduced from 56 to 53½ per week despite the fact that many of the machines were mechanically fed and the human factor might consequently seem less important.

(3) In a factory in the Black Country men had been working on the day and night shift system, averaging 52½ hours a week. They changed on to three 8-hour shifts, six turns a week, making a working week for each member of the shift of 45 hours. The output of each of these shifts was equal to what it had been in the 52½ hour week.

(4) In a fruit preserving factory in which the hours are necessarily long in the fruit season but very moderate during the rest of the year, absence was 7 per cent from December to June, but rose to 14 per cent during July, August, and September.

(5) In a small firm employing 85 persons in the manufacture of aircraft and tank parts, a 62 -hour week was worked by the men. Absence began to be very bad and so first Sunday work was dropped, and then Saturday afternoon work, and the weekly hours were graudally reduced to 47. After a fortnight of 47 hours absence was practically eliminated and after a month earnings had gone up to the level previously reached with the 62 hours. All the men in the factory are piece workers.

(6) A firm of toolmakers in South London began to employ women and decided to reduce the hours of the men, by dispensing with Saturday afternoon employment, to 55 a week in order to make them coincide with the hours of the women. At the same time they changed the system of payment from a weekly to an hourly basis in such a way that the amount earned by each man was not altered by his shorter hours of work. The result has been most satisfactory. Production has, with the shorter hours, if anything slightly increased.

2. A study published in 1942 by the Industrial Health Research Board of Great Britain (Ref. 7) gives a detailed analysis of hours of work as related to hourly and weekly output.

The study covers the period from the end of May 1940, when hours of work were increased, to the end of April 1941. The figures for April 1940, are given for comparison, and hourly and weekly output figures are given in percentages with April 1940, used as a base.

It is important to note that the hours worked are actual hour worked, not possible hours of work. The former makes allowance for stoppages for whatever reason; the "possible hours of work" represents the shift schedule. Thus, in June, July, and August 1940, the "possible hours of work" for group A7 averaged 69 a week, though the "actual hours worked" were 61.2, 59.2, and 51.2 for the three months. It should be remembered that the length of scheduled hours will affect the workers despite the fact that actual hours worked are fewer because of air-raids, machine breakdown, or other factors. It is also to be noted that a number of factors besides hours appear to affect both hourly and weekly output.

The following analyses give the number and sex of workers in each of 7 groups studied: In order to give a quick picture of this study, graphs are presented of the seven groups of workers involved. Tables from which the figures were made are at the end of the memorandum, pages 25 to 29.

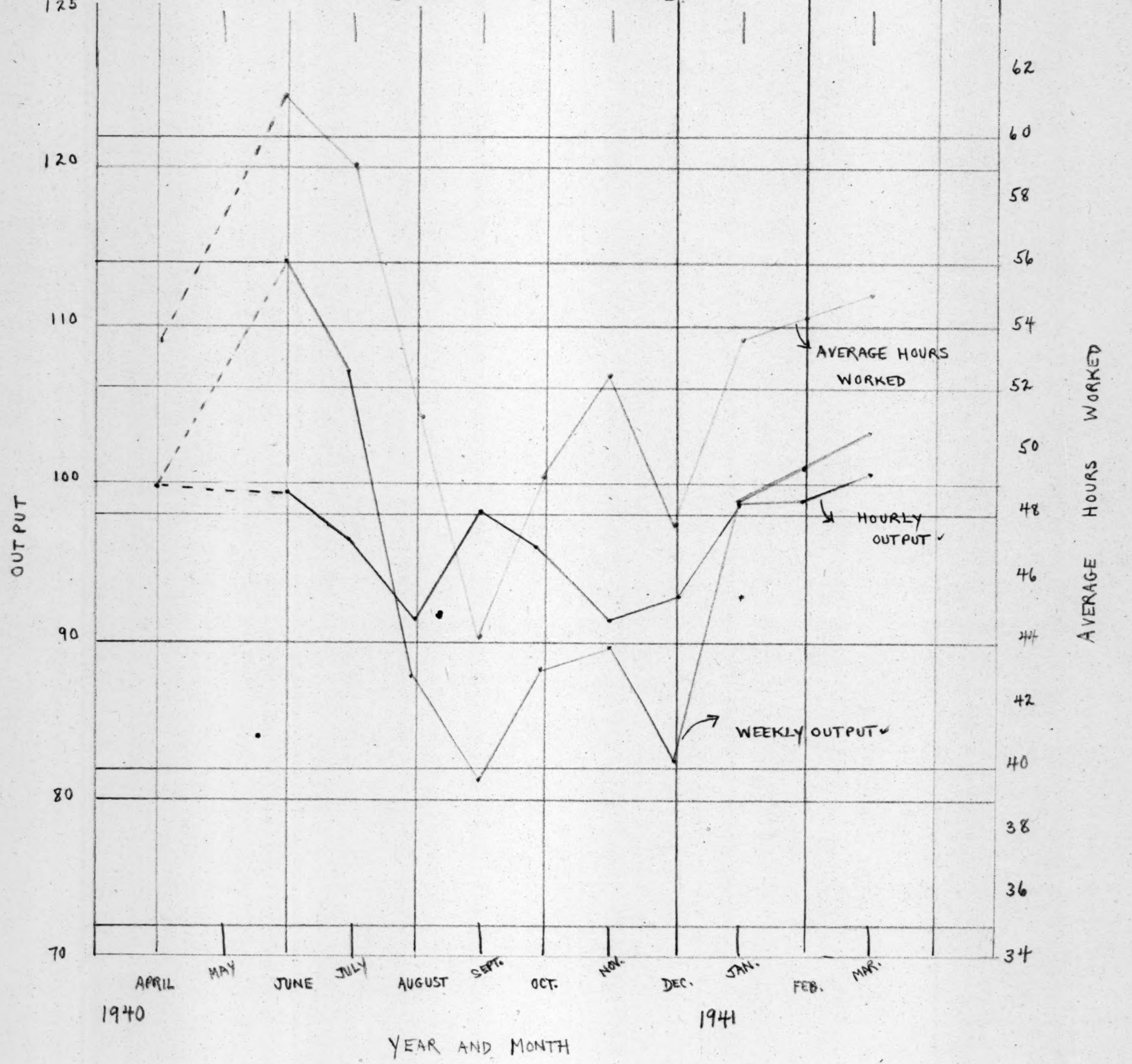
Figure 1 (Table V) 115 women, doing work that varied from highly automatic to handwork. Factors accounting for fluctuations in output are:

(a) Long hours in the early part of the period, leading to fall in production.
(b) Enemy air activity, which caused stoppage and slowing-down when work was resumed.
(c) Short holidays in August and September, which raised the hourly rate of production, though the weekly output was not increased.
(d) The fact that output seldom rose above the April 1940 level due in part to the mechanized nature of most of the operations, and in part to the fact that a high level of efficiency had already been reached.

In conclusion, no absolute relationship can be established between hours and output, except over a long period of time.

GRAPH 1

FIGURE 1. MONTHLY SUMMARY OF THE RESULTS
IN GROUP-7 (SEE TABLE V.)
[OUTPUT: APRIL, 1940 = 100.0]



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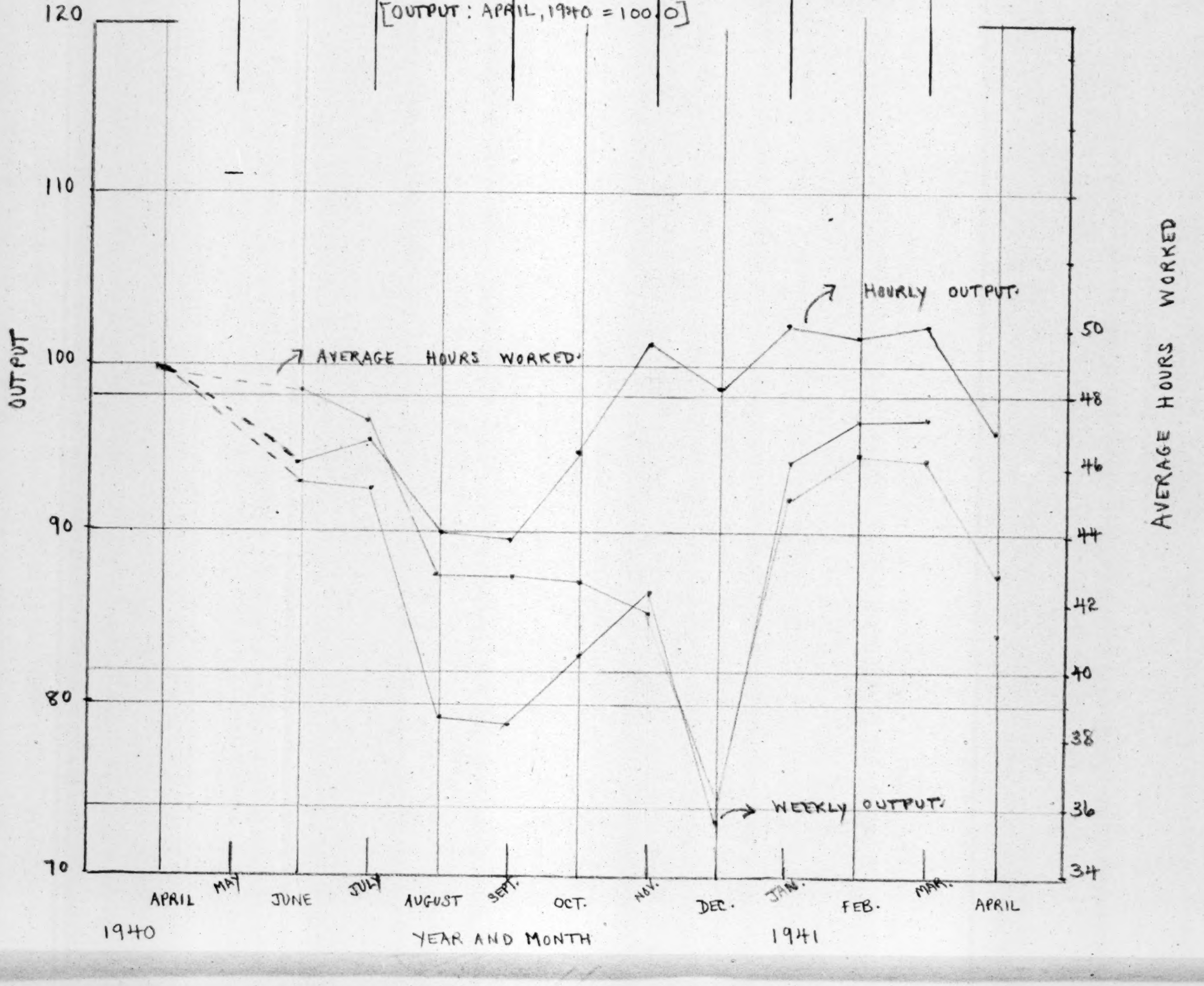
GRAPH 2

FIGURE 2 - MONTHLY AVERAGES OF HOURS WORKED, HOURLY OUTPUT, AND WEEKLY OUTPUT - GROUP A-1. (SEE TABLE VI.)
[OUTPUT: APRIL, 1940 = 100.0]



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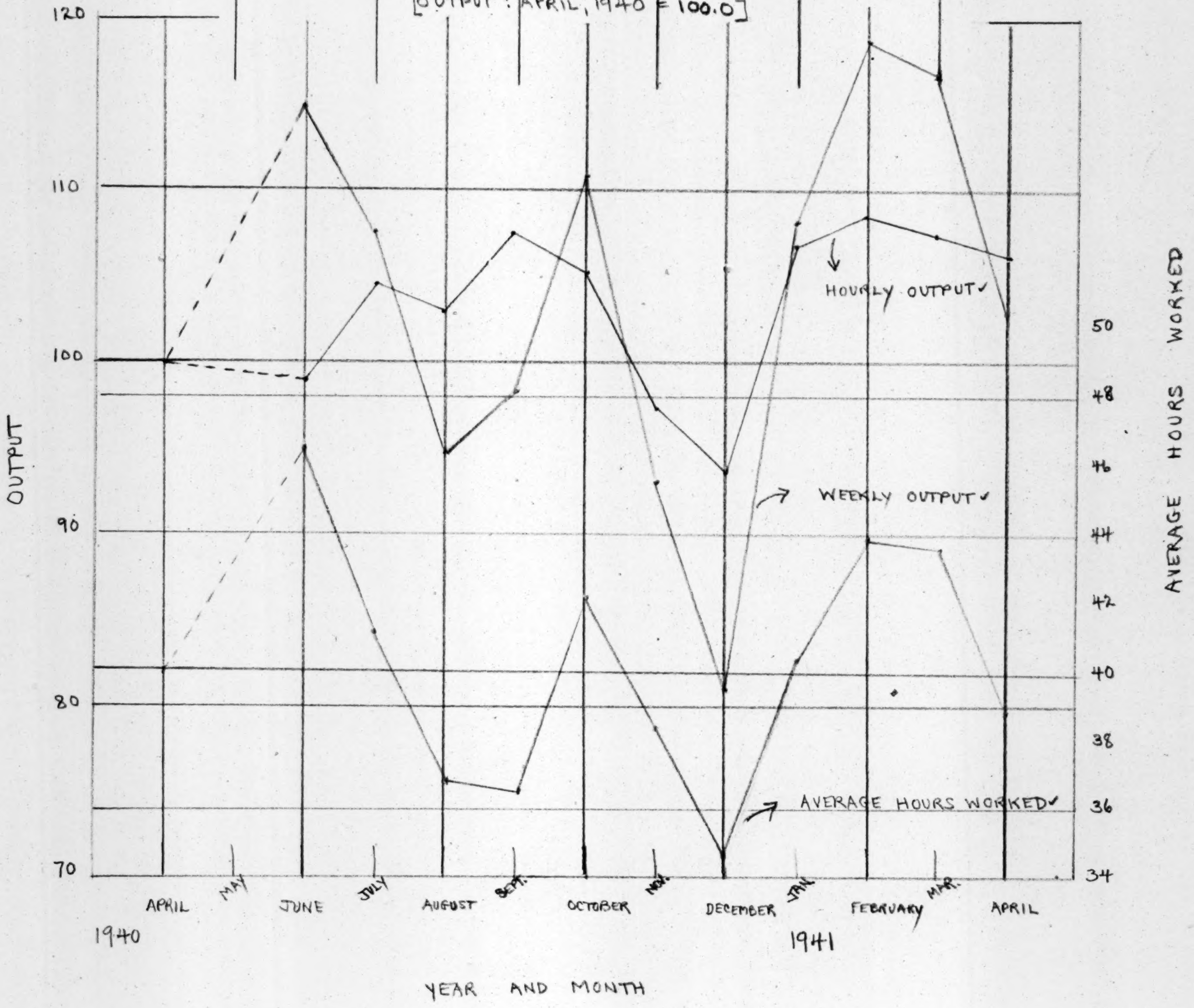
GRAPH 3

FIGURE-3 - MONTHLY AVERAGES OF HOURS WORKED, HOURLY OUTPUT, AND WEEKLY OUTPUT - GROUP A-2 (SEE TABLE VII.)
[OUTPUT: APRIL, 1940 = 100.0]



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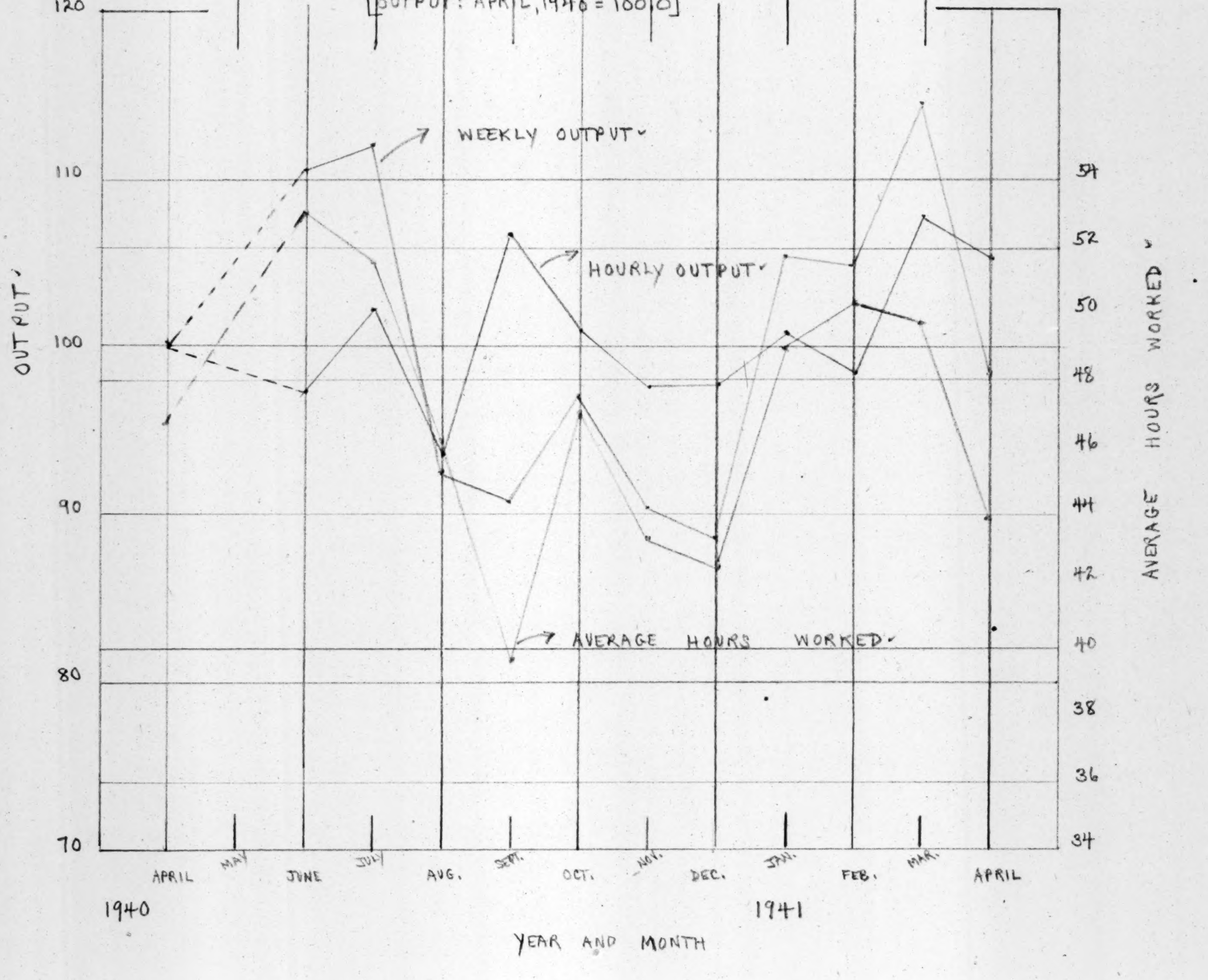
GRAPH - 4-

FIGURE - 4- MONTHLY AVERAGES OF HOURS WORKED, HOURLY OUTPUT, AND WEEKLY OUTPUT - GROUP A-3 (SEE TABLE VI.)
[OUTPUT: APRIL, 1940 = 100.0]



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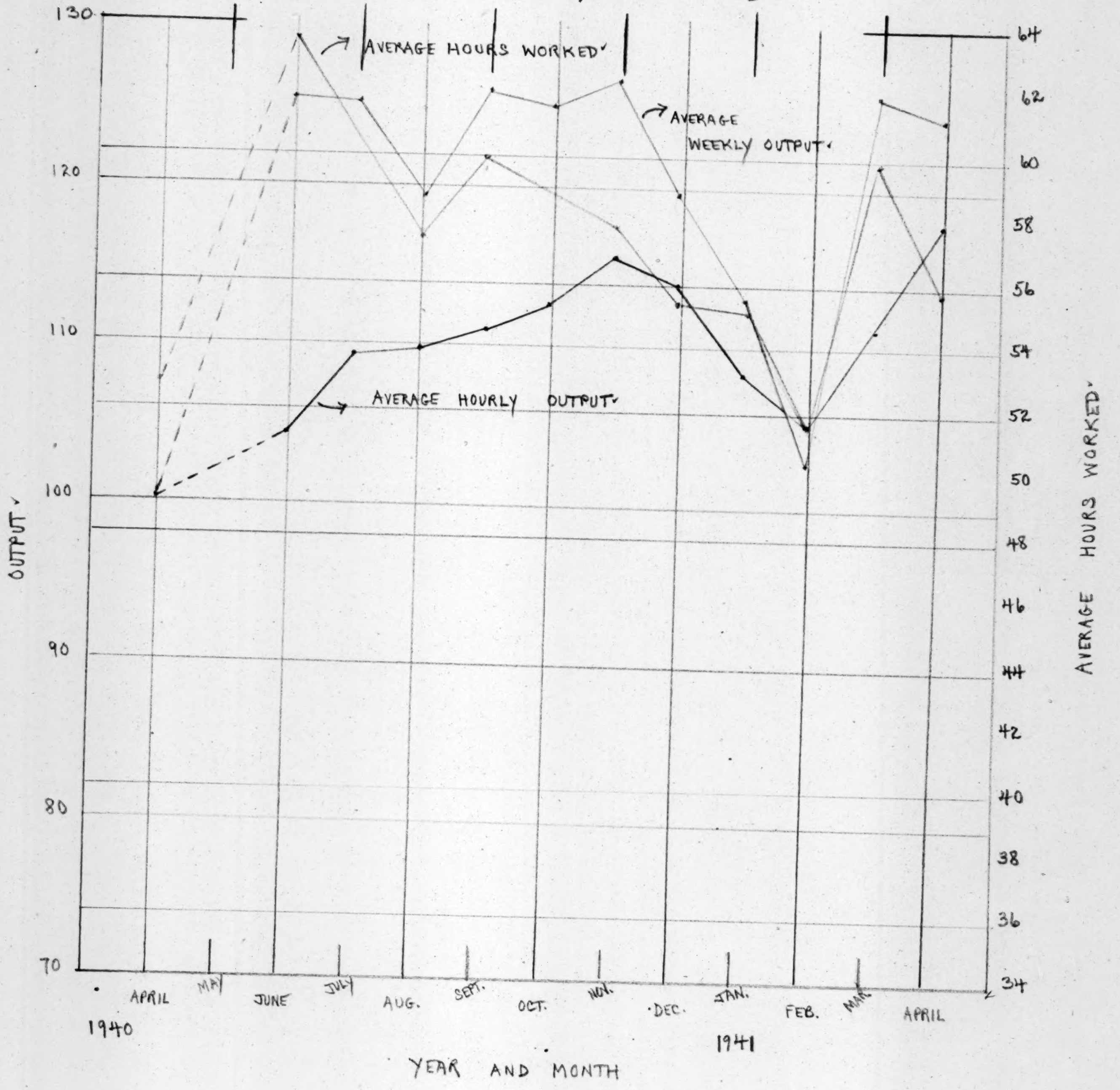
GRAPH 5

FIGURE -5- MONTHLY SUMMARY OF THE RESULTS,
GROUP B (SEE TABLE VII.)
[OUTPUT : APRIL, 1940 = 100.0]



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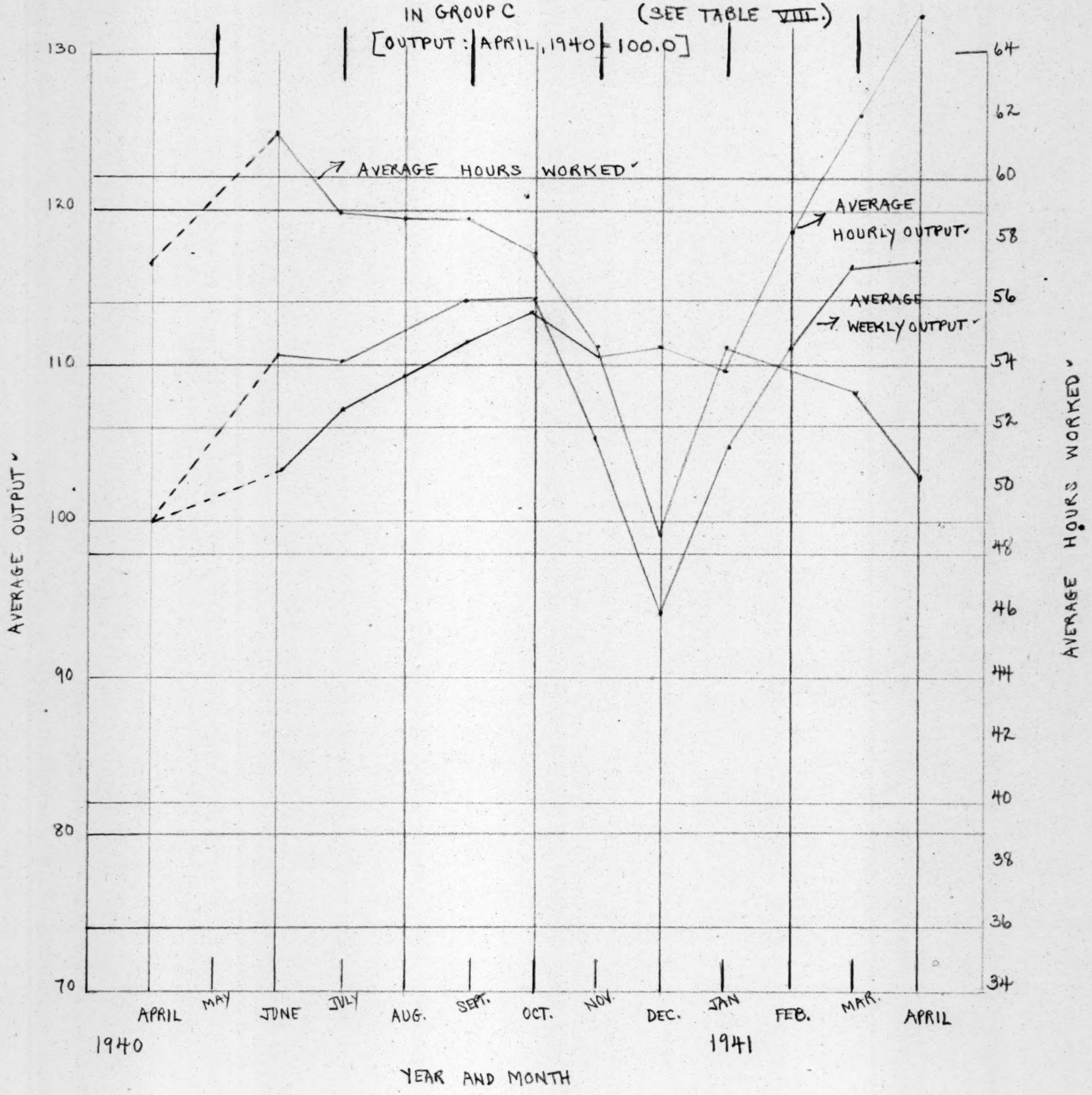
Graph 6

FIGURE 6- MONTHLY SUMMARY OF RESULTS IN GROUP C (SEE TABLE VIII.)

[OUTPUT: APRIL, 1940 = 100.0]



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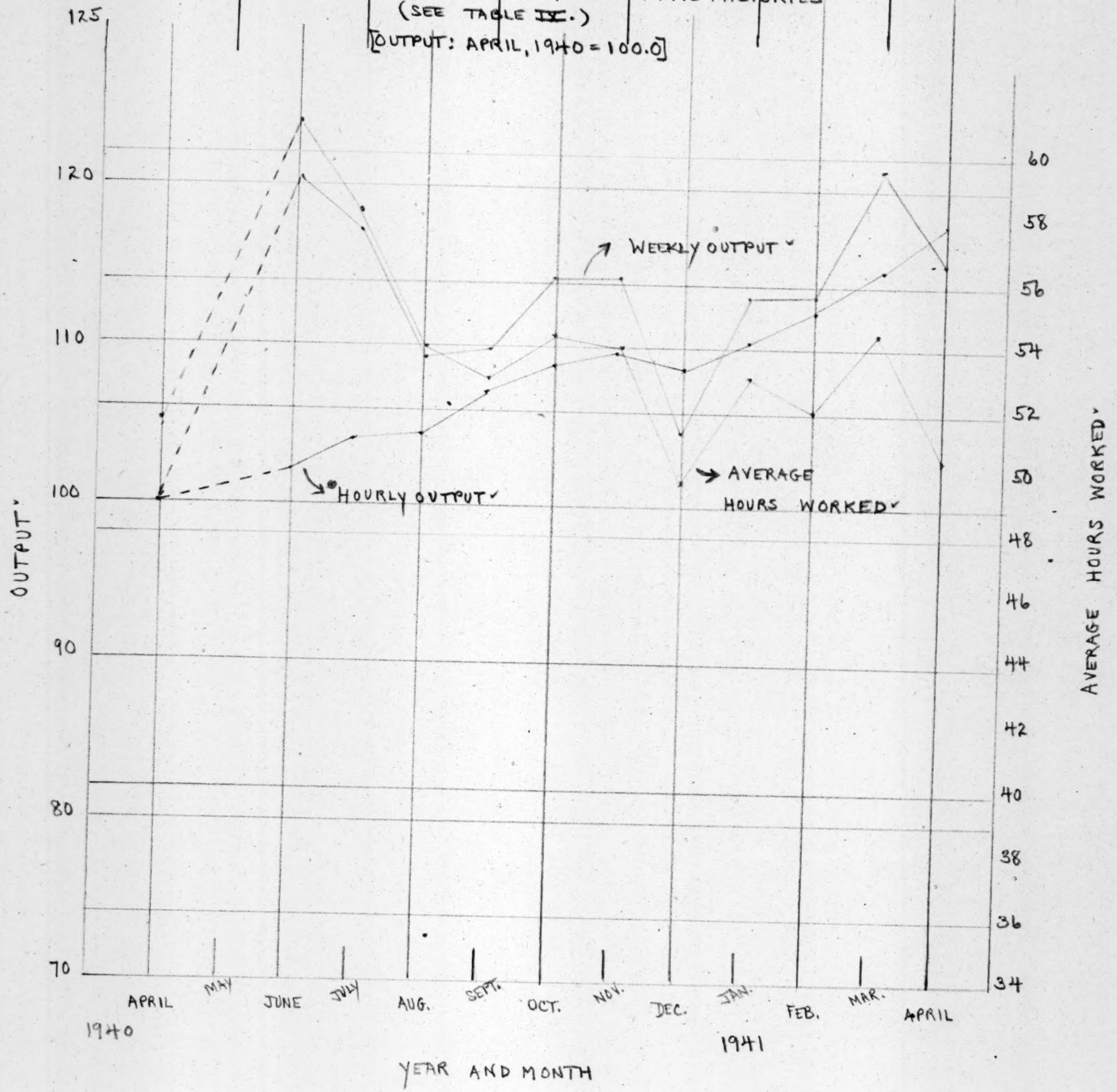
Graph 7

FIGURE 7- COMBINED RESULTS FOR WORKERS ON THE TWO-SHIFT SYSTEM IN FIVE FACTORIES
(SEE TABLE IX.)
[OUTPUT: APRIL, 1940 = 100.0]



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Figures 2,3,4. Three sections of one Factory.
(Table VI)

Group A-1 = 75 men; work light, much smoke and heat.
A-2 = 190 men; in a mill; heavy work
A-3 = 190 men, highly mechanical
All on 8-hour shifts,

(a) Oct., Nov., Dec., had considerable enemy activity, reflected in fewer hours and lowered output.
(b) Holidays in September improved rate of output.
(c) Jan.-March 1941 saw little enemy activity, normal hours, and increased outputl
(d) Decrease in hourly output of Group A-1 until Oct. was laid to a wage dispute. After this was settled, hourly output rose.
(e) The mechanized character of the work of groups 1 and 3 put and upper limit to increase of output.
(f) In both groups 2 and 3, "the possibility of increasing hourly output seemed to depend entirely on the size of orders. Whenever these increased, the hourly and weekly output also tended to increase."

Note: These results indicate many factors influencing the relation of hours and output, most of which do not lend themselves easily to precise measurement.

Figure 5 200 men. Output largely dependent on worker.
(Table VII)

(a) Factors considered to contribute to lowering of output were: Fatigue, absenteeism, sickness and injuries during the early period of long scheduled hours (73 a week, reduced later to 69); mechanical breakdowns; changes in production processes.

(b) Increased output brought on by: Shortening of scheduled hours; appeal of national need; assurance that wages would not be cut as hourly output increased; introduction of new machines.

Comment: "On the whole, the hourly rate of working of this group from June to December tended to vary inversely with the number of hours worked, while the resulting weekly output, though variable, tended to remain at the same general level."

Figure 6 200 men. Output largely dependent on workers.
(Table VIII)

The great increase in hourly output after January 1941 is explained by: Shortening of hours worked, appeal for more production, and putting a heretofore temporary piece-work rate on a permanent basis. "Apparently they (the men) were not fully extended until the fear of wage cuts was removed in February 1941."

Figure 7
(Table IX)

Combined results for workers on a 2-shift system in five factories.

The steady increase in hourly output is attributed to: Appeal for extra effort, shortening hours, and improvements of methods of work. The result was maintenance of weekly output despite decrease in number of hours worked.

Comment: "It will be apparent from the preceding pages that the results obtained were influenced by many factors, and it would be useless to attempt to draw hard and fast conclusions regarding the relation between hours of work and output. All that can be said is that the long hours in June and July, 1940, plus the extra effort made by the workers, were usually detrimental to sustained productive effort, while the latter results suggest that there is little to gain, and probably more to lose, when the weekly hours of work exceed 60 or 65 for men and 55 to 60 for women. Finally, the higher hourly output observed in most groups from June, 1940 to March, 1941, despite the longer hours of work, is evidence of the increased effort made by the workers in response to the national appeal for more production." (p. 23)

3. A study of the output of women sewing together the canvas parts of the tops of tennis shoes (Ref. 11) was undertaken to discover the influence of meals on production. The following table gives the hourly output, averaged over a period of two weeks, for 16 women who ate the customary three meals a day; it may be taken as an indication of the work done under standard conditions. The fourth period in the afternoon should not be considered as comparable to the others, as actually this period was used just to finish up the shoe-tops left in the workers' baskets at the end of the third period, and therefore varied in length.

Average Hourly Production Rate of Operators Eating 3 Meals a Day

| Operator No. | | Periods of the morning | | | | Periods of the afternoon | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| 10 | Rate per hour | 210 | 220 | 200 | 185 | 210 | 202 | 187 | 193 |
| 11 | do | 172 | 165 | 161 | 151 | 184 | 165 | 152 | 164 |
| 12 | " | 190 | 182 | 169 | 165 | 188 | 181 | 163 | 167 |
| 13 | " | 176 | 179 | 170 | 164 | 180 | 169 | 158 | 169 |
| 14 | " | 210 | 202 | 195 | 181 | 207 | 198 | 184 | 183 |
| 15 | " | 186 | 188 | 177 | 171 | 189 | 182 | 166 | 175 |
| 16 | " | 200 | 198 | 196 | 188 | 202 | 195 | 186 | 186 |
| 17 | " | 180 | 175 | 169 | 167 | 182 | 178 | 165 | 163 |
| 18 | " | 172 | 169 | 165 | 156 | 175 | 166 | 162 | 166 |
| 19 | " | 184 | 184 | 186 | 173 | 190 | 185 | 173 | 179 |
| 20 | " | 208 | 212 | 200 | 196 | 210 | 207 | 198 | 198 |
| 21 | " | 196 | 197 | 198 | 188 | 201 | 192 | 187 | 186 |
| 22 | " | 199 | 194 | 193 | 183 | 203 | 194 | 187 | 183 |
| 23 | " | 193 | 184 | 183 | 177 | 194 | 188 | 174 | 181 |
| 24 | " | 201 | 195 | 194 | 190 | 207 | 196 | 184 | 185 |
| 25 | " | 179 | 168 | 159 | 163 | 167 | 153 | 149 | 172 |
| General average rate per hour | | 192 | 189 | 182 | 168 | 194 | 185 | 167 | 178 |

It may be interesting to compare the following similar table for seven operators who ate five meals a day, and note that the falling-off in the last periods of both morning and afternoon was considerably less--an indication, according to the authors, of the advantages of more frequent meal periods.

Average Hourly Production Rate of Operators Eating 5 Meals a Day.

| Operator No. | | Periods of the Morning | | | | Periods of the afternoon | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| 26 | Rate per hour | 185 | 180 | 178 | 175 | 186 | 174 | 170 | 181 |
| 27 | do | 206 | 203 | 200 | 196 | 210 | 201 | 197 | 196 |
| 28 | " | 196 | 194 | 189 | 186 | 196 | 192 | 189 | 173 |
| 29 | " | 187 | 187 | 186 | 183 | 192 | 184 | 179 | 193 |
| 30 | " | 172 | 169 | 169 | 170 | 173 | 170 | 164 | 171 |
| 31 | " | 205 | 201 | 198 | 194 | 217 | 199 | 183 | 187 |
| 32 | " | 197 | 193 | 193 | 195 | 208 | 202 | 200 | 183 |
| General Average rate per hour | | 193 | 190 | 187 | 186 | 195 | 190 | 183 | 197 |

B. Material from the last war. British Health of Munition Workers Committee findings.

1. Output of men engaged in heavy work, sizing fuse bodies. Work is not mainly controlled by machine processes. (Ref. 12, p. 12.)

| | Average Weekly Hours | | Relative Hourly Output | Relative Total Output |
|---|---|---|---|---|
| | Hours fixed by Management | Actual Hours Worked | | |
| First period | 66.7 | 58.2 | 100 | 100 |
| Second period | 62.8 | 50.5 | 122 | 106 |
| Third period | 56.5 | 51.2 | 139 | 122 |

2. Work on semi-automatic machines; little opportunity to speed up operations because machinery regulated the operations. The following is quated from H. M. Vernon, "Hours of Work in Wartime," (Ref. 13) and refers to the work of the same committee:

> Take, for instance, a group of youths engaged on the operation of "boring top caps." About four times a minute they had to unclamp one top cap from a machine and clamp in another, these two clampings together occupying less than two seconds. For the rest of the time the youths stood idly at their machines, doing nothing. At first they were on a 12¼-hour day, and later on, on a 10-hour day with some Sunday labour. The relationship of their output to working hours was as follows:
>
> In the 76.8 hr. week total output was 70.6 x 105 = 7413 (=100).
> In the 60.1 hr. week total output was 54.5 x 127 = 6922 (= 93).
>
> It may be wondered how the youths managed to improve their hourly output from 105 to 127 when they could not speed up the machine and could save practically no time in clamping and unclamping. They did it by wasting less time in starting and stopping work at the beginning and end of the work spells, and in taking less time off in voluntary rests during the course of the spells. These methods of saving time when shorter hours were being worked were observed in all the operations investigated. They could to some extent be tested by reading the wattmeters registering the supply of electric current to the various sections of the works. When the workers started their machines they used more current, and it was found that the current took 10 to 14 minutes before it reached a steady level indicating that all the machines were running. When the 63½-hour week was being worked the women employed in turning fuse bodies lost, on an average, 37 minutes a day in starting and stopping work, whilst eight months later, when on a 55½-hour week, they lost only 26 minutes.

3. Output of women (Ref. 13)

The most complete set of output data obtained related to a group of about 100 women who were employed in turning aluminum fuse bodies on capstan lathes. Their output was collected over a period of 93 consecutive weeks, during the first 24 of which they were on the 75-hour week, during the next 28 weeks on the 63½-hour week, and during the remaining 41 weeks on the 55½-hour week. The time-keeping of the women was not good, owing largely to the fatigue entailed by their labours, and the actual hours of work in these three periods fell considerably short of the nominal hours. They averaged the figures shown in the table, whilst the (relative) output of articles produced per working hour was 108 in the first period, 131 in the second period and 169 in the third period.

In the 74.5 hr. week total output was 66.0 x 108 = 7128 (=100).
In the 63.5 hr. week total output was 54.4 x 131 = 7126 (=100).
In the 55.3 hr. week total output was 47.5 x 169 = 8028 (=113).

From these data it can be calculated that the total weekly output was 13 per cent greater when the 10-hour day was being worked without Sunday labour, than with the 12-hour day including Sunday labour. (Page 455)

C. Other early studies

1. Another study, published in 1924 (Ref. 14) compares the output on a 10-hour shift as compared with that on an 8-hour shift. Data are taken from the records of four factories making bottles by hand processes, who changed over from a 10-hour to an 8-hour shift.

The periods of time covered in each factory on each shift system varied from six months to a year. Separate figures listed for each factory represent different types of bottles produced ranging from light to heavy. For example, in Factory 1 there was a decrease in hourly output of the two lightest types of bottles, and an increase in all the rest, which was greater for the heavier bottles.

| Factory | Percent difference in hourly output | |
|---|---|---|
| | Increase | Decrease |
| 1 | - | 1.9 |
| | - | .5 |
| | 3.9 | |
| | 9.3 | |
| | 14.0 | |
| | 19.6 | |
| | 20.3 | |
| | 22.3 | |
| 2 | 11.7 | |
| | 6.8 | |
| | 5.0 | |
| | 6.2 | |
| | 2.9 | |
| | 6.6 | |
| | 6.9 | |
| | 11.6 | |

Table (cont.)

| | | |
|---|---|---|
| 3 | 8.9 | |
| | 10.9 | |
| | 15.7 | |
| | 12.9 | |
| 4 | 12.6 | |
| | 13.6 | |

8. From the voluminous and detailed report on a comparison of an 8-hour plant and a 10-hour plant published by the Public Health Service in Bulletin 106, 1920 (Ref. 15) the following comparison of productivity is reproduced in the New York Dept. of Labor study of hours of work and fatigue. (Ref. 16). In this table, the index 100.0 represents maximum production; and the values for the various work spells indicate how far below this maximum the actual output was:

Hourly Output of the 2 plants - Index Numbers Showing Fall From Maximum

| Hours | | First | Second | Third | Fourth | Fifth |
|---|---|---|---|---|---|---|
| Morning Spell | (8-hour plant | 89.6 | 96.4 | 97.4 | 94.4 | |
| | (10-hour " | 82.7 | 93.8 | 95.6 | 97.2 | 90.4 |
| Afternoon Spell | 8- " " | 95.7 | 94.4 | 94.2 | 89.8 | |
| | (10- " " | 90.1 | 91.6 | 91.1 | 90.7 | 79.1 1/ |

> At the 8-hour plant the range of deviation in 6 out of 8 of the hourly output figures, or three-quarters of the hours in only 3.2 points and the remaining 2 hours drop only 4.6 points further. At the 10-hour plant, on the other hand, only two out of the 10 hours fall within the same range of deviation; the remaining eight hours are distributed downward over four times as great a range, or 14.7 points . . . . If we further compare corresponding hours of work at the two plants, we find that the notable difference lies in the far greater loss during the first and last hours of each spell at the 10-hour plant and the much lower level of the entire second spell. 2/

1/ United States Public Health Service, Comparison of an Eight-Hour Plant and a Ten-Hour Plant, Public Health Bulletin No. 106, Washington, 1920, pp. 73. 75.

2/ Ibid., p. 75.

3. The following account of a British study, also given in the New York Department of Labor account, traces the variations of efficiency over the course of a week.

Variations in efficiency in cotton weaving in relation to hour of the day and day of the week have been studied by Wyatt for the Industrial Fatigue Research Board. Since cotton weaving is predominantly a mechanical operation, the phase of the process in which the contribution of the human factor could be isolated was chosen for study - the time required to attend to loom stoppages. It was found that a longer time was required during the afternoon than in the morning and on each successive day except Monday and Tuesday mornings, so that on Friday afternoon, it was 7.5 per cent greater than it would have been under similar atmospheric shed conditions on Tuesday morning. This increase in the time required to attend to loom stoppages was considered by the investigator as indicative of the progressive decrease in the working capacity of the operative due to the cumulative effects of fatigue. The percentage decreases in working capacity during a typical week, taking the efficiency of 8.15 to 10.15 o'clock on Tuesday morning as a base are given as follows:

| | A. M. | P. M. |
|---|---|---|
| Monday | 1.6 | 5.8 |
| Tuesday | .9 | 6.4 |
| Wednesday | 1.8 | 6.4 |
| Thursday | 2.2 | 6.7 |
| Friday | 2.6 | 7.5 |

These figures illustrate the extent of the "Monday effect," i.e., the loss of practice-efficiency over the weekend and the consequent greater decrease in working capacity on Monday morning as compared to Tuesday morning. Hourly figures show a decrease in working capacity during the last two hours of the morning spell, an increase directly after the lunch hour followed by a rapid decrease until work ceased at 5.30 p.m. The point of maximum efficiency for the day tended to move from the end of the morning on Monday to the beginning on Friday - "the conditions which would exist if the operative became fatigued a little earlier on each successive morning of the week." That the decrease in efficiency which usually occurred towards the end of the morning was not due to a relaxation of effort, caused by the approach of the meal-hour but to fatigue was indicated by the fact that the decrease tended to become more marked towards the end of the week. 1/

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1/ Great Britain, Medical Research Council, Industrial Fatigue Research Board, Variations in Efficiency in Cotton Weaving, Report No. 23, London, 1923, pp. 35-39.

## III. Opinions on the optimum length of the working week

A. Vernon (Ref. 13) in 1939 commented as follows:

> Evidence in support of the conclusions derived from munition work has been obtained in other industries, and it all tends to indicate that no hard and fast line can be drawn for fixing the optimum hours of work applicable to all types of work and all types of occupation. In the first place, men can undoubtedly work for longer hours than women if they are engaged on work requiring a similar degree of physical effort. In most factories, however, the work assigned to the men is usually considerably heavier than that of the women, the work being, as a rule, in some rough relation to the physical capacity of the two sexes. . . (p. 457)

In 1943, discussing the generally accepted British standard of 55 hours a week for women, he says: (Ref. 8)

> Having regard to the wartime difficulties of transport, the difficulties of shopping, and the fact that large numbers of the women now employed are married and have burdensome household duties, it is contended that this standard 55-hour week for women is excessive. It means a 10-hour day on five days a week with 5 hours on Saturdays, and the result is that the absenteeism rate is high, due partly to actual sickness, partly to a state of fatigue which, though short of actual sickness, is best relieved by an occassional day off, and partly to the necessity of finding time for shopping and housework. A strict conformity to the regulations of the Factories Act, according to which the normal working week is 48 hours, but with permission, in exceptional cases, for a 54-hour week in a maximum of twenty-five weeks a year, would undoubtedly lower the absenteeism rate substantially, and probably would cause no falling off in output.

C. A recent report of the Industrial Relations Section of Princeton University (Ref. 17) summarizes the opinions of American executives as to the optimum weekly hours of work:

Opinions of Executives in 128 Companies Covering Optimum Weekly Hours of Work for Male Production Workers

| Weekly Hours Considered to be Optimum | 40 | 44-45 | 48 | 48-50 | 52-55 | 56 | 58 | 60 | Total |
|---|---|---|---|---|---|---|---|---|---|
| Number of of Companies | 12 | 6 | 69 | 13 | 13 | 5 | 2 | 8 | 128 |
| Percentage of Companies | 9.4 | 4.7 | 53.9 | 10.1 | 10.1 | 3.9 | 1.6 | 6.3 | 100 |

(Source: Optimum Hours of Work in War Production, Industrial Relations Section, Dept. of Economics and Social Institutions, Princeton University, 1942.)

These opinions were obtained through questionnaire and interview, and represent the response of individuals to the experience in their own plants.

## Summary and Evaluation

D. There is no simple relation between the number of hours worked and the number of accidents suffered, or between the number of hours worked and the amount of production. A good many other factors qualify any conclusions we attempt to draw. However, some conclusions may be drawn:

A. Hours of work in relation to accidents, sickness, and absenteeism:

1. The number of accidents incurred does not increase directly with the hours worked during the day. Rather, there is a maximum number of accidents in the middle of the shift, for the day workers, and a maximum at the beginning of the shift, for the night workers. There are a number of factors, such as week-end loss of skill, practice efficiency, and external conditionswhi which may counteract the effect of fatigue and be responsible for the rise in the accident curve early in the day. However, when the hours are unduly long (12-hour shift) the excessive fatigue does make itself apparent in the occurence of accidents. The trend of accident occurrence during the day, however, cannot generally be taken as evidence for cumulative fatigue during the course of the day's work.

2. The number of hours worked are more clearly related to sickness and absenteeism than to accidents. This is especially true for women. There is in some studies, however, a lack of standardization of the available data, so that results from one factory cannot be compared with those from another. On the whole, however, the amount of time lost through sickness or casual absenteeism is diminished when excessive hours are reduced.

3. Factors other than hours of work must also be considered before drawing any conclusions about absenteeism; some of these factors are: Transportation, inexperience of women workers, seven-day week, working conditions.

B. Hours of work in relation to production

1. Somewhat more apparent is the relation of length of working day to output. But here also other variables may enter; Among these are:

(a) Difference between hours scheduled and hours actually worked.
(b) Factors other than hours influencing production, such as:
  Appeal for more production in an emergency
  Holidays and rest periods
  Changes in methods of production, processes, machinery
  Changes in wage rates
  Extent to which operations are mechanically controlled or depend on activity of operator.

2. Despite these limitations, there is evidence that shorter shifts have produced higher hourly output and in some instances, higher total output over a period of time.

3. There is evidence that production falls off as the day progresses; to this extent production may be taken as a more obvious criterion of fatigue than accidents. However, it is not clear that no other variable is introduced during the period analyzed.

Relation of hours of work to output (see sec. IIa-2)

Table V. - Monthly summary of the results in Group A-7

| Year and month | Average possible hours of work | Average hours worked | Hourly output | Weekly output |
|---|---|---|---|---|
| 1940 | | | | |
| April | 56.0 | 53.4 | 100.0 | 5,340 |
| June | 69.5 | 61.2 | 99.5 | 6,089 |
| July | 68.5 | 59.2 | 96.3 | 5,701 |
| August | 68.5 | 51.2 | 91.3 | 4,675 |
| September | 51.5 | 44.1 | 98.2 | 4,331 |
| October | 55.5 | 49.2 | 95.8 | 4,713 |
| November | 65.0 | 52.4 | 91.5 | 4,795 |
| December | 59.0 | 47.5 | 92.8 | 4,408 |
| 1941 | | | | |
| January | 62.5 | 53.6 | 98.4 | 5,274 |
| February | 63.2 | 54.3 | 99.0 | 5,376 |
| March | 63.2 | 55.0 | 100.4 | 5,522 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942. Emergency Report No. 2. London

### Table VI. - Monthly Averages of hours worked, hourly output, and weekly output - group A-1,2,3.

| Year and month | Average number of hours worked | | | Hourly output | | | Weekly output | | |
|---|---|---|---|---|---|---|---|---|---|
| Group | A1 | A2 | A3 | A1 | A2 | A3 | A1 | A2 | A3 |
| 1940 | | | | | | | | | |
| April | 48.8 | 40.0 | 46.8 | 100.0 | 100.0 | 100.0 | 4,880 | 4,000 | 4,680 |
| June | 48.2 | 46.4 | 53.0 | 94.4 | 99.1 | 97.2 | 4,550 | 4,598 | 5,152 |
| July | 47.3 | 41.2 | 51.3 | 95.5 | 104.6 | 102.1 | 4,517 | 4,309 | 5,238 |
| August | 42.9 | 36.8 | 46.1 | 90.3 | 103.0 | 93.8 | 3,874 | 3,790 | 4,324 |
| September | 42.9 | 36.5 | 39.8 | 89.8 | 107.6 | 106.7 | 3,852 | 3,927 | 4,247 |
| October | 42.7 | 42.1 | 45.0 | 94.8 | 105.3 | 100.9 | 4,048 | 4,433 | 4,540 |
| November | 41.7 | 38.3 | 43.3 | 101.3 | 97.3 | 97.6 | 4,224 | 3,727 | 4,226 |
| December | 36.2 | 34.6 | 42.4 | 98.5 | 93.6 | 97.7 | 3,566 | 3,239 | 4,142 |
| 1941 | | | | | | | | | |
| January | 45.0 | 40.4 | 49.0 | 102.3 | 106.9 | 100.6 | 4,603 | 4,319 | 4,929 |
| February | 46.4 | 43.9 | 50.2 | 101.7 | 108.3 | 98.1 | 4,719 | 4,754 | 4,925 |
| March | 46.2 | 43.5 | 49.7 | 102.3 | 107.4 | 107.6 | 4,726 | 4,672 | 5,348 |
| April | 42.9 | 38.8 | 43.7 | 96.0 | 106.3 | 105.2 | 4,118 | 4,124 | 4,597 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942. Emergency Report No. 2, London.

Table VII - Monthly summary of the results, Group B

| Year and month | Average possible hours of work | Average hours worked | Average hourly output | Average weekly output |
|---|---|---|---|---|
| 1940 | | | | |
| April | 62.0 | 52.8 | 100.0 | 5,280 |
| June | 73.5 | 63.6 | 104.1 | 6,621 |
| July | 69.1 | 60.6 | 109.2 | 6,618 |
| August | 69.0 | 57.4 | 109.7 | 6,297 |
| September | 69.0 | 60.0 | 110.8 | 6,648 |
| October | 69.0 | 58.8 | 112.4 | 6,609 |
| November | 67.0 | 57.8 | 115.5 | 6,676 |
| December | 63.6 | 55.5 | 113.7 | 6,310 |
| 1941 | | | | |
| January | 67.0 | 55.1 | 108.2 | 5,962 |
| February | 67.0 | 51.5 | 105.2 | 5,413 |
| March | 67.0 | 59.8 | 111.2 | 6,650 |
| April | 62.0 | 55.8 | 117.6 | 6,562 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942, Emergency Report No. 2. London.

Table VIII. - Monthly summary of the results in Group C.

| Year and month | Average possible hours of work | Average hours worked | Average hourly output | Average weekly output |
|---|---|---|---|---|
| 1940 | | | | |
| April | 65.7 | 57.2 | 100.0 | 5,720 |
| June | 67.0 | 61.3 | 103.0 | 6,314 |
| July | 67.5 | 58.8 | 107.1 | 6,298 |
| August | 65.7 | 58.6 | 109.4 | 6,411 |
| September | 65.7 | 58.5 | 111.6 | 6,529 |
| October | 65.7 | 57.6 | 113.3 | 6,526 |
| November | 65.7 | 54.5 | 110.5 | 6,022 |
| December | 59.5 | 48.6 | 111.0 | 5,395 |
| 1941 | | | | |
| January | 60.5 | 54.4 | 109.8 | 5,973 |
| February | 60.5 | 53.8 | 118.2 | 6,359 |
| March | 60.5 | 53.1 | 125.2 | 6,648 |
| April | 57.2 | 50.4 | 132.3 | 6,668 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942, Emergency Report No. 2, London.

Table IX. - Combined results for workers on the two-shift system in five factories

| Year and month | Average hours worked per week | Hourly output | Weekly output |
|---|---|---|---|
| 1940 | | | |
| April | 51.6 | 100.0 | 5,160 |
| June | 61.0 | 102.0 | 6,222 |
| July | 58.1 | 104.0 | 6,042 |
| August | 53.9 | 104.4 | 5,627 |
| September | 53.0 | 106.9 | 5,666 |
| October | 54.2 | 108.6 | 5,886 |
| November | 53.9 | 109.5 | 5,902 |
| December | 49.7 | 108.5 | 5,392 |
| 1941 | | | |
| January | 53.0 | 110.1 | 5,835 |
| February | 52.0 | 112.2 | 5,834 |
| March | 54.4 | 114.8 | 6,245 |
| April | 50.5 | 117.9 | 5,954 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942, Emergency Report No. 2. - London

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## Figures on the Occurence of Accidents Among Women

The increase of accidents among women is reported by a number of States in various ways. Data as to specific causes are meager. Most of the material comes from reports of Workmen's Compensation Commissions, and frequently it is not even separated by sex.

Some examples of the available information are given below. The accompanying tables (pages to ) show some of the more detailed reports. In no case is there indication of the total number of workers, men or women, so that a comparison of the relative frequency cannot be made,

Examples of data on increase of accidents among women:

(1) In Wisconsin: The percentage of total injuries (both men and women) which were suffered by women:

In 1941: 7.0
In 1942: 10.4
In 1943:
Jan. 12.0
April 12.5
July 14.4

(2) In Illinois: Compensable injuries to women:

1940: 3,077
1941: 3,900
1942: 4,197

(3) In Pennsylvania: Comparison of temporary disability cases of women, 1939 and 1941:

For women 21 years old or less: Increase of 14.8 percent.
For women 22 years to 40 years old: Decrease of 1.4 percent.
Over 40 years old: Increase of 26.5 percent.

(4) In Great Britain, the Annual Report of the Chief Inspector of Factories for 1941 shows the following change in approximate accident rate per 1,000 employed:

Approximate accident rate per 1,000 employed

| | 1938 | 1941 | Increase per cent |
|---|---|---|---|
| Adult males | 40 | 50 | 25 |
| Adult females | 9.5 | 18 | 90 |
| Male young persons | 43.0 | 52 | 21 |
| Female young persons | 14.5 | 18 | 24 |

That the increase in accidents to women is due largely to the fact that women are going into the more hazardous trades is shown by the following table of reportable accidents to women in certain industries, taken from the report of 1942.

| | 1938 | 1941 | 1942 |
|---|---|---|---|
| Metal Extracting converison foundry, etc. . . | 489 | 2,462 | 6,824 |
| Engineering Work (other than machine making) | 897 | 4,215 | 7,415 |
| Machine Making . . . . . . . . . . . . . . . . | 650 | 11,892 | 24,907 |
| Light Metal Trades . . . . . . . . . . . . . . | 907 | 2,128 | 2,671 |
| Aircraft . . . . . . . . . . . . . . . . . . | 43 | 1,845 | 4,735 |
| Total | 2,986 | 22,542 | 46,552 |

# Standards - Work Hours

On March 15 a conference was held in the Department of Labor - Mrs. Beyer acting as Chairman - which was attended by representatives of the Army, the Navy, W.P.B., W.M.C., and representatives of a few State Labor Departments. This was called bacause of pressing problems facing the War Department to discuss the advisability of continuing the Recommendations on Hours of Work for Maximum Production, which were agreed to in 1942 by the War and Navy Departments, Maritime Commission, and other government agencies.

The consensus of this meeting, including the War Department representatives, was that the Recommendations of 1942 should stand and that they should not be amended.

In his introductory remarks, Col. Suffrin of the Labor Branch, Industrial Personnel Division, Army Service Forces, stated that he did not want to change the original recommendations but hoped some additional statement, possibly an amendment, would be forthcoming as a result of this experience meeting. At the end of the conference, however, he seemed to be satisfied with the suggestion that a statement of best practices in relaxations for obtaining efficient production in emergencies should be prepared not for publication but for interdepartmental use only. Colonel Suffrin was open minded throughout the discussion and is apparently sympathetic to the labor point of view so there was no need of presenting evidence to prove the futility of long hours. There was entire agreement on that point. Colonel Suffrin had no recommendations to make but overwhelmed by the problems of meeting emergencies he was hoping for helpful suggestions. He was realistic in stating that relaxations in heavy strenuous operations would not be effective and that emergencies were limited to certain industries such as batteries, textiles, shoes and rubber. In referring to the recent successful campaign in Akron for increased rubber production, he said it would be next to impossible to duplicate the amazing results. There was much hullabaloo, management offered a large amount of money for prizes to those who worked steadily for the 3 months of 7-day weeks and, furthermore, the intelligent union membership was all for it. What the Army needed was gross production, and although individual efficiency may have flagged and costs increased, the ~~sad~~ end results from the Army's viewpoint were good. Colonel Suffrin reiterated this need for gross production.

He spoke highly of their representatives in the various regions and added that their arrangements with prime contractors were highly satisfactory. He felt there was room for improvement in production among small firms, the subcontractors who perhaps were not using their relaxations wisely. Their regional men have had instructions not to ask for what they do not need, and contractors themselves and not the officers should carry through in obtaining relaxations.

Mrs. Marconnier of the N. Y. State Department made a very valuable contribution. New York has issued many permits for 5-day, 50-hour weeks as absenteeism has decreased on this schedule. Also many firms were changing from 3 to 2 shifts. The American Locomotive Co., engaged in repairing tanks, had an unusual emergency and asked for a permit to work 3½ weeks of 70 hours. Before acceding to this extreme request State Department officials, together with union representatives, visited the plant gaining full cooperation of the workers, for without their understanding effort it was felt the desired spurt in production would fail to materialize. The workers approved the measure and achieved the production.

Mrs. Marconnier related how after repeated weekly requests made by General Electric for a few men to work on Sunday, she suggested giving them a blanket permit which the firm refused because they felt if it were known they could make up for deficiencies so easily any time there would be a tendency for superintendents to use the permit when not necessary. In other words, this company wanted efficient planning and management to continue and they knew if the lid were off there would be a let down in planning.

Mr. Wrabetz related the experience of Wisconsin in relaxing hour standards and warned against use of a part time shift. After a fair trial part time had been discontinued by one firm in Madison because of unsatisfactory results and complaints by first full time employers of decreased efficiency of employees working on 2 jobs. Under increasing pressure, relaxations for 10 hour day, 5 day week were increasing. General experience indicated a preference for this shift with the long weekend, instead of the 9 hour day, 6 days. Some firms have been on the 10 hour-50 hour schedule for a year at least and have found it satisfactory. He cited a case where at the request of the Signal Corps an electric firm had recently been permitted to institute a 54 hour week, having the day shift on a 5½ day week and the night shift scheduled for 4 nights of 11 hours and 1 of 10, but after 3 months the experiment was discontinued as production was down and absenteeism was increasing. Allis Chalmers continues on a 5½ day week of 50 hours as has been their custom for years. The Wisconsin Commission has held more tenaciously to the one day of rest in seven having suspended it for only one or two weeks at a time, and when suspended they require firms to furnish immediately the names of employees working the seventh day and the Department keeps a current check to see that no individual works 7 days two consecutive weeks. Rarely have permits been issued to shorten lunch hours to less than 30 minutes, although some machine shops and the Badger ordnance do not have formal periods. Wisconsin insists on 10 minute rest periods in every 4 hour's work period to be paid for by firm.

The new Labor Commissioner from Ohio, Mr. Moore, laid his cards on the table. When he came into office a very short time ago he found a great lack of records and information on the status of relaxations given but hopes gradually to work out an improvement, especially if State legislation now pending relative to relaxations gives him some power to control the situation.

The Labor Commissioner from South Carolina caused many smiles when he described himself as the "most relaxing individual" in his State, and he had "stretched every law that was correlated in any way to the war effort."

Indications from all areas pointed to the increasing disuse of the third shift but as the third shift had augmented gross production more or less, the problem now is how most efficiently to make up for this loss. What work schedules are meeting with best success in keeping up the production rates.

It was evident that proper safeguards had not always been used in granting relaxations.

Representatives of W.M.C., Mr. Mulligan and Miss Seymour felt no generalization of the conditions reported for various states was possible as every example had been unusual in a specific plant, and a case by case examination. The best approach for future problems would seem to follow the same case method analysis. They emphasized the fact that unless workers were made aware in an intelligent manner of the emergency and their understanding cooperation obtained, a 10 hour shift might yield no more in production than an 8 hour shift. Production would be in direct proportion to the understanding of the worker in such an emergency. Unless management had been efficient in the past, absenteeism in all likelihood would increase.

Mr. Saposs of W.P.B. was the first to voice what later proved to be the sense of the group, i.e. that emergencies seem to have been met and taken care of by relaxations so that any amendment of the Recommendations seemed unnecessary.

Commander Keller, representing the Navy, also doubted if there had been any generalized experience that would warrant making changes in our standards. Bottlenecks had occurred only in specialized industries in limited areas. Pronouncements at this time might aggravate the shortage rather than cure it. He recalled that the Recommendations on Hours were made in 1942 when everything was keyed to round the clock operations as that seemed the quickest solution at that time. Also the Recommendations were in line with Executive Order 9240. An official change now might be misconstrued and provoke criticisms ending possibly in most embarrassing repercussions. We could hardly open the door to the Executive Order.

Reference was made to recent studies by the Women's Bureau, indicating the preference of the women workers themselves for the shorter work day, and also figures were quoted showing that as hours increased, the proportion of women losing time, the average number of absences and actual hours absent ~~each increased~~ also increased. The fact was emphasized that women invariably adjust their work hours, no matter what the plant schedule, to meet their household demands.

Miss McConnell of the Children's Bureau, expressed deep concern over the effects of relaxations on child labor standards although in some states there has been no deviation from the legal restrictions.

## Comparison of Conditions under Varying Work Hour Schedules

Women's Bureau, U. S. Department of Labor

In seeking plants for this study, now in progress, for comparison of conditions under long and short hours it has been the experience of the Women's Bureau that units operating 60 hours for women over any period of time are practically non-existent and as a rule the schedule has not exceeded 55 hours and even these are not numerous.

quote

Intensive study of a number of plants shows attendance decreases so materially under a 10-hour day and 55 hour week as to make it uneconomical The records of one factory, that had had work schedules of a 48 hour week and a 55 hour week showed that the proportion of women workers losing time, the average number of absences and the actual hours absent each increased under the 55-hour schedule.

The total man-hours lost per 100 man hours was 8 under the 48-hour schedule and over 13 under the 55 hour schedule. This higher rate of absenteeism occurred in each occupation and on both day and night shifts. A third of the women lost no daily time in the 48-hour period; this proportion was reduced to a fifth under the 55-hour week. The result was that the schedule of 55 hours was reduced by absenteeism to 48.2 hours per woman.

The major purpose of increasing hours of work from 48 to 55 a week was to secure a much needed increase in output in a tight labor market. Women were fully aware of the war need for their production. Nevertheless, they were not machines that could run longer hours and be repaired more frequently. After six months trial on the longer 55 hour schedule these women had adjusted their work schedules to conflict less seriously with their personal and family needs, and from the point of view of the individual this self-determined 48-hour week instead of the nominal 55 hours permitted personal needs to be met.

In this same plant another comparison with similar results was made limiting it to the few hundred who worked in each week of the two periods studied. This most stable group averaged 49.1 hours under the 55-hour schedule. The practice of staying away a half day or less during the week spread to a larger number of workers as the hours were increased.

Production records under a 48 hour and a 55 hour schedule were available in this plant for a group of stator winders with long experience. The number of winders was increased in the second period under the 55-hour week so that there was a total increase of 41 percent in possible man hours instead of the prescribed increase of 14.6 percent had the number of women continued the same. However under pressure of overlong hours the winders themselves reduced actual hours worked to a point where the increase in such hours equaled only the increase in the number of workers. They maintained the same level of production in the second period as in the first. The result was an increase in total production equivalent only to the increase in staff.

A further analysis was made of the records of 60 experienced armature winders long with the firm, because they had lost less time than the entire group. In this case it was possible to compare records on a 40-hour schedule

good case

as well as on the 48 and 55 hour schedules and again it was apparent this stable group of women had made adjustments in hours to suit their personal needs.

The proportion of these women losing time doubled under the 8-48 hour schedule in comparison with the 40 hour week and continued to increase under the 10-55 hours. The average number of absences per worker trebled under the 48 hour week and continued to increase as the hours increased. To sum up this record, the hours lost per 100 man hours of work were 4 under 8-40 hours, 5.4 under 8-48 hours and 7.3 under 10-55 hours. Under the 40 hour week 70 percent of the women lost no time whatsoever. This dropped to less than 40 percent under the 48 hour week and to 34 percent under the 55 hour week.

Study now in progress of records in another plant that operated on a 60 hour and then a 48 hour week also showed a marked improvement under the shorter hours.

One must reckon with the fact that about two-thirds of women production workers are married which complicates both working and living problems. Single women also carry household responsibilities for among a few thousand factory women interviewed recently there were few boarders. Individuals adjust their own work hours to permit performance of duties imposed by home and family and to maintain personal standards. If too fatigued, they also stay away in self protection while others have increased their illness rates.

The following are a few comments made by some of the women workers on the effect of the 10-hour day.

"Let down about 4:30 and 'just fussed around.' Whole shift did the same and only pretended to be busy. Did not produce enough additional work on a 10-hour day to pay."

"My production was much lower on a 10-hour day."

"Left because of 10-hour day being too hard. Could not do anything about the house."

"More rejects since working long hours."

"Much more time wasted on the 10-hour schedule. Girls stayed on the job better under 8 hours."

A survey now in progress by the Women's Bureau is making a contrast of conditions which prevailed under four different schedules of work hours as indicated below. In Period IV it will be noted that a majority of the women worked 60 hours a week, although the policy of the firm limits their employment to 50 hours a week. Work on the sixth day therefore is not required but is regarded as voluntary, and those who did not report for work on the sixth day were therefore not regarded as absentees.

Only in Period I was the absentee rate as low as 8 percent. In this period also the highest absentee rate was 10 percent, which was the low point in the successive periods with longer hour schedules. In two weeks of the longer periods the absentee rate was as high as 13 percent, and in four weeks it was as high as 12 percent.

Women

| | Work Hours | Date | Absentee Rate |
|---|---|---|---|
| Period I | 8 hrs. - 48 hrs. 6 days | 5/19/43 - 6/5/43 | 10.2 |
| | | | 8.2 |
| | | | 10.2 |
| | | | 9.8 |
| Period II | 9 hrs. - 54 hrs. 6 days | 9/4/43 - 9/25/43 | 12.2 |
| | | | 11.3 |
| | | | 12.8 |
| | | | 13.4 |
| Period III | 10 hrs. - 50 hrs. 5 days | 1/29/44 - 2/19/44 | 10.7 |
| | | | 12.1 |
| | | | 12.4 |
| | | | 11.5 |
| Period IV | In these 4 weeks majority | 3/25/44 & 4/1/44 | 10.5 |
| | worked 10 hrs. 60 hrs., 6 days | | 11.9 |
| | Minority worked 10 hrs., | 4/29/44 & 5/6/44 | 13.0 |
| | 50 hrs., 5 days. | | 10.8 |

As a part of this survey well over a hundred women who had worked the 10-hour day were interviewed personally, and were asked what their preference was for hours of work, taking into consideration what the loss of overtime pay would mean under shourt hours. Seventy-two percent - almost three-fourths - preferred the 5-day week, while the others stated a preference for a 5½ or a 6-day week.

In regard to hours worked per week, two-fifths of the women favored five 8-hour days, or the 40-hour week; another fifth favored six 8-hour days, or the 48-hour week. Twenty-three percent favored five 10-hour days, or the 50-hour week, and about one-tenth favored five 9-hour days, or the 45-hour week. Considering only the married women in the group, the proportion preferring the 5-day week increased to 85 percent of the married group, while 45 percent of the same group preferred five 8-hour days and the 40-hour week.

Of all the women interviewed, not one favored the 10-hour day and the 60-hour week.

Attached are comments made by the women relative to the long week which seemed to indicate on the whole that in spite of the fact that the 10-hour day was established, it was not an economical or efficient standard from the point of view of the women. Undoubtedly, after the 10-hour day was standard for the plant, the women did not average as long hours in actual work.

The Division of Industrial Relations of the firm reports that they have had innumerable complaints of fatigue, and the opposition to the 5-day, 10-hour week ha~~ve~~s been overwhelming. In November, 1944, the schedule was again changed to five days of nine hours, equaling a 45-hour week.

| Length of workweek preferred by the women | Percent women Total | Percent women Married |
|---|---|---|
| 5-day week | 72. | 85. |
| 5½-day or 6-day week | 28. | 15. |
| 5 - 8 - 40 | 39.4 | 45.5 |
| 6 - 8 - 48 | 21.3 | 18.2 |
| 5- 10 - 50 | 23. | 16.6 |
| 5 - 9 - 45 | 11.0 | 12.1 |

Other

Not one - 10-hour 6-day

* * * * * * * * * * * * * *

**A summary survey based on interviews with women employees was conducted by this firm in another of its units which changed from six 8-hour days, 48 hours a week, to five 10-hour days, 50 hours a week. As a result these interviews showed that 85 percent of the women preferred the 10-hour day. However, 23 percent felt that the 10-hour day was more fatiguing than the 8-hour day and 11 percent (exclusive of those on the night shift) reported an increase in their shopping difficulties.**

**When the 10-hour shift was established, there was a marked up-swing in turnover immediately. However, the rate dropped after the first few weeks on the new schedule.**

Suggested letter to Secretary of War and Secretary of Navy

From The Secretary of Labor

Considerable concern is being expressed by state officials and by others interested in the most efficient operation of war production plants over the insistent demands for relaxation of state laws which would permit the employment of women for excessively long hours continuing over long periods of time. I am certain that neither the Army nor the Navy would sanction requests for a 66-hour week or for a 10-hour day, 70 hours a week for 3 months or one for 12 hours a day 84 hours a week, but over zealous individuals in these organizations do not seem to be aware of the standards for maintaining sustained efficiency approved by the Army and the Navy together with other government agencies in September 1942.

I sense your problem and the deep concern which drives your people for optimum production and in addition I know how strong is the desire of a great number of women to make maximum production in order to contribute their bit to the war effort.

The pressing need of increased production is unquestioned but our experience has been that absenteeism and turnover go hand in hand with long work schedules and do not contribute to efficient operations.

Our experience is not based on theory but a realization of facts come to by the hard way. Without an understanding management even with the best of equipment the human factor may react to the disadvantage of production.

Illustrative of this is an incident which occurred very recently while the Director of the Women's Bureau was visiting a textile mill engaged in war orders. The superintendent was most apologetic over the fact that about one-third of the looms stood idle. "We tried running outrageous hours last week so the workers are out this week."

Attached are extracts and references to various reports which are indicative of some of the consequences of long hours.

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## British Experience

### 1. "Hours of Work in Wartime"

Industrial Welfare and Personnel Management. 1939
Dr. H. M. Vernon.

This reports the production record of about 100 women employed as lathe operators. Their output was collected over a period of 93 consecutive weeks, during the first 24 of which they were on the 75-hour week, during the next 28 weeks on the 63½-hour week, and during the remaining 41 weeks on the 55½-hour week. The timekeeping of the women was not good, owing largely to the fatigue entailed by their labors so that the actual work hours in these three periods fell considerably short of the normal hours. Actual working hours were respectively 66.0, 54.4 and 47.5 in the order of the three periods above listed. While working 66 hours production was 108, but on the reduced schedule of 47.5 hours production increased to 169 per hour.

### 2. "Report on Welfare and Health in Relation to Hours of Work and Output in Wartime." 1940

British Association for Labor Legislation.

A case history of the output of men engaged in heavy work which was not mainly controlled by machine processes showed an increase in production as the long hour schedule for work decreased.

| | Average Weekly Hours | | Relative Hourly Output | Relative Total Output |
|---|---|---|---|---|
| | Hours fixed by Management | Actual Hours Worked | | |
| First period | 66.7 | 58.2 | 100 | 100 |
| Second period | 62.8 | 50.5 | 122 | 106 |
| Third period | 56.5 | 51.2 | 139 | 122 |

## German Experience

International Labor Review August 1943

Dr. T. Hupfauer

In Germany also it has been found that a return to shorter more normal hours—8 or 9 per day—increases output. Moreover they have learned that the effectiveness of increased hours is nullified by absenteeism and loss of time, and there was considerable discrepancy between hours of presence and scheduled hours of work in the excessive work day. One concern which reduced hours from 10 to 8 found that illness fell 8 percent, absenteeism was greatly reduced and actual work time almost coincided with regulation work hours. They found that the long working day made the granting of relatively longer rest periods indispensable.

"Wartime Working Hours" February 1943

New York State Department of Labor

This reports the results of a survey of employers' opinion of 140 companies having two million employees. This discloses that 68 percent favored 48 hours or less. The experiences of New York firms which had received dispensations from the New York State Labor Law and of plants which have utilized the 10-hour shift but no longer use it, show the effect on production in terms of increased mistakes, absenteeism and quits. The report lists the experience of firm after firm indicating a preference for the short-hour week. Bell Aircraft in renouncing plans for the 10-hour shift gave as one of the six major reasons, the anticipation of hardship, inefficiency and increased absenteeism especially among women who constituted 58 percent of the company's labor force.

~~In other sections of the country, airplane managements including Lockheed, Douglas and Consolidated-Vultee all opposed the institution of the 10-hour day in their plants. Consolidated-Vultee reported a very discouraging experience with the 10-hour day with fatigue in 4 weeks reducing 10-hour production to that of the 8-hour shift. It also reported that absenteeism and turnover increased in the 10-hour departments.~~

This investigation was made

In May 1944 the New York State Department of Labor ~~made an investigation~~ to find out what use was being made of the dispensations from the labor law that had been granted by the Industrial Commission in the interests of war production. Although the 54 hour week was by far the most usual dispensation some so-called restricted dispensations limited the number of hours in excess of 48 in a 4-weeks period to 12 hours.

Of 290 plants with permission to employ women workers for more than 48 hours, 56 were making no use at all of their dispensations at the time of the survey and only 14 plants were making full use of the dispensation. Of the 63,089 women who were permitted to work longer than 48 hours, two-thirds were working at or below the peacetime standard and fewer than 20 percent worked the full hours requested by the employer.

"Employers generally agreed that while long hours were necessary in emergencies, a work week of longer than 48 hours had an adverse effect on hourly rate of production, quality of work, absenteeism, turnover and accidents."

## "Studies of the Effects of Long Working Hours" 1944.
## Bureau of Labor Statistics, U. S. Department of Labor

This Department of Labor study ~~also indicates~~ states that ~~much the same trend as that disclosed by the study of the Women's Bureau.~~ "In general over an extended period of time workers produced less per hour when schedules were raised above 40 hours per week." The study found "that lengthening of daily hours beyond 8 usually eliminated the mid-week production peak. When daily hours were increased to 10, with a 2-day weekend, this peak disappeared and one day's production was about as good as any others. When a 6th day was added the entire level dropped."

"The Ten-Hour Working Day in Factories" 1943

Department of Manufacture, Chamber of Commerce of the United States

This report contains the following statements: "All who are concerned with this problem admit that production can not be proportional to hours worked, because men get tired, bored, do less and not as well as the day and total production period lengthens. Not only does output fail to increase proportionately with hours but it is frequently reduced." "Over a third of the companies canvassed reported that production was proportionately less on the 10-hour shift."

Women's Bureau
U. S. Department of Labor
Washington

March 13, 1945

## Factors Influencing Output

The Women's Bureau study of woman's performance under different hours schedules includes a detailed analysis of the individual worker's efficiency and of total output in the departments studied. Although only plants and periods were considered in which management believed production had been stabilized, generally speaking there has been much improvement in efficiency and in total production from the fall of 1942 through the fall and winter of 1944 regardless of hours schedules or hours actually worked.

In plants in which the war product was unlike any heretofore manufactured, progress did not stop after the initial developments of engineering details and job set-up. Rather the studies of production made by the Women's Bureau reveal continuous improvement in production methods and in utilization of women workers throughout the war period. In plants in which the war product required no new factory techniques, the introduction of many new workers into the department at one time in the initial war period lowered the efficiency of the department and sometimes of experienced workers. As these new workers became experienced or quit and fewer new women were employed, the smaller number were more quickly assimilated and attained a higher efficiency in a short period.

As illustrative of improvements being accomplished in efficiency by both management and employee without consideration of the working-hour schedule, we cite Plant D. This plant has always employed women on light metal fabrication; its war product was a 3/8 inch rotor for use in artillery ammunition. Such production called for a high degree of precision not necessary in its peacetime products. After the aluminum piece was broached, seven holes had to be drilled in it, each hole having to be correctly located, be of correct diameter and angularity. The job was set up as a group task for seven, the loader who put the rotor in the jig, five drillers and an operator. It called, therefore, for coordination of individual effort into group effort in the maintenance of speed.

In the first six months of operation, Plant D rotor department operated three shifts of 7-1/2 hours, 6 days a week, or a total of 45 hours. This was the period of transferring employees from regular departments to this new department and of employing new workers. Turnover and transfers out of this new department reached 15 percent. This was regarded as an experimental period for firm and worker during which production records had no value. In 1943, two-nine-hour shifts were operated. By the fall of the year, it was decided that some lost production time would be avoided by having the group leaders at each table put in new drills before operations started instead of waiting until a drill broke or did not cut properly, so these leaders worked the 9-hour schedule, the drillers 8-1/2 hours. When only one shift was employed in 1944, the hours were changed from 8-1/2 or 9 to 9-1/2 or 10 a day with a five-hour Saturday.

From the fall of 1943 when production was regarded as stabilized to the spring of 1944, individual efficiency of rotor operators was improved by 8.6 percent. An examination of the detailed records shows this was due: first, to the elimination of eight of the 14 tables operated, the eight tables with lowest efficiency; and second, by bringing together groups of girls of the same speed who worked well as a team. As the absence of one member of a team slowed down production and hence the earnings of the team, the better teams helped to eliminate unnecessary absenteeism. The hours lost per man hours of possible work were fewer among this group than in any plant studied to date. Therefore, although there were but 60 percent as many women in the spring of 1944, these women worked 75 percent as many hours and with their increased efficiency produced 80 percent as many good rotors.

These drill table operators stated quite generally that their production petered out in the last hour of a ten-hour day and checkers stated the defective pieces became more numerous at the end of the day. A special count was made of defective pieces by numbering the pans of 1,000 as they came from the tables. This revealed that defects, due to faulty reactions of the operators, rather than to faulty mechanism, were fewer in the morning hours and most numerous in the last two hours of the afternoon.

An illustration of production changes of the second group of plants, that is factories in which the occupation studied had not changed materially when the product was manufactured in greater volume for war purposes was taken from an electrical supply factory. As late as January 15, 1943, the armature winding department operated on an eight-hour day 40 week basis. This was advanced to 8 - 48 hours and finally to a ten-hour day with five hours on Saturday. The last two periods were studied. Class A armature winders and connectors were the experienced group capable of winding or connecting all types of armatures. Class B armature winders wound small armatures of not more than 1-3/4 pounds often repeating the same winding for many armatures; beginners entered as B winders. There was only slight changes in the efficiency of Class A armature winders in the periods under study but B armature winders' efficiency increased nine percent. Examination of the individual record of B armature winders shows that under the 8 - 48 hour period more than a fourth had less than six weeks' experience, and another third less than six months' experience. The efficiency of the day shift beginners was 103 as compared with 140 when experience had reached close to six months and 150 when it extended beyond six months. In the 10 - 55 hour period only 12 percent were beginners. There were only a few employed on each shift. Their efficiency reached 143 on the day shift and 118 on the night shift, a far better record than that made in the earlier period when many new workers were in the department. While the number of B armature winders employed decreased by 11 points, therefore, the man hours worked were increased by 8 percent (scheduled hours 14.6 percent) and the efficiency due to experience by 9 percent, making an all-over production gain of 18 percent.

## Hours Actually Worked

Direct comparisons of output with hours schedules cannot be made. The studies reveal only a small proportion of women work over a six to eight week period without being away from work. Rather any comparison of output must be made with actual hours worked by the individuals whose output is contrasted.

The following tabulation is indicative of the relation of hours schedules to time lost in six plants. In this study "time lost" is all time away from work in excess of 15 minutes. It includes, therefore, any time out of 20 minutes or more duration. Computations are made for each woman in relation to her possible hours of work.

Time Lost by Women Workers Under Different Hours Schedules

| Plant | Changes in Hours Schedules Daily | Weekly | Percent Women Losing Time | Hours Lost per 100 Man Hours of Work | Average Hours Work During Weeks Worked |
|---|---|---|---|---|---|
| I A | 8 | 48 | 68.5 | 8.0 | 44.8 |
| | 10 | 55 | 82.5 | 13.1 | 48.2 |
| II B | 8 | 48 | 74.7 | 10.1 | 44.2 |
| | 9 | 54 | 86.3 | 16.6 | 47.8 |
| C | 8 | 40 | 85.0 | 11.4 | 38.2 |
| | 8-1/2 | 48 | 85.0 | 12.1 | 44.0 |
| D | 7-1/2 | 45 | 70.6 | 6.0 | 43.2 |
| | 9 | 54 | 82.4 | 8.3 | 50.1 |
| | ( 9-1/2<br>( 10 | 52-1/4<br>55 | 77.6 | 7.1 | 51.1 |
| III E | 7-2/3 | 44.7 | 74.2 | 9.1 | 41.7 |
| | 9.8 | 54 | 87.0 | 13.3 | 50.0 |
| F | 10 | 60 | 92.9 | 11.3 | 52.3 |
| | 8 | 48 | 91.4 | 10.4 | 43.9 |

## Why Do Women Take "Time Out."

The majority of women factory workers live in family households. Married women, older single women and women who have been married, frequently carry the full responsibility for securing the food, preparing it, cleaning the household and doing the washing and ironing. Care of children has been an added responsibility of one-third or more of these women.

This is the home life of some Ohio women factory workers: "A 45-year old woman, living on a farm 15 miles from the plant, gets up at 4 A. M., packs the lunches for herself and two sons in high school, gets the family breakfast and leaves home at 6 o'clock. It was after 6 P. M. when she reached home. Then she had dinner to get, dishes to wash and the whole round of household work to do. The washing and ironing for three men as well as herself without running water was arduous in itself. It was 11 P. M. when she retired, allowing only six hours for rest.

A young wife in the twenties has three children between two and nine years of age. Her husband is renting a farm 18 miles from the plant and her earnings of $25.45 a week help supply the cash to keep the family. She gets up at 5:15 and leaves home at 6:25 A. M. after having gotten breakfast for the five in the family. A neighbor keeps an eye on her children, while the worker takes five riders into town in her car. When she is on the 8-hour day, she sometimes stops in town to do errands. If she does not stop, she is home by 4:30 P. M., whereas under the 10-hour system she was home by 6 P. M. The 10-hour day made the evening meals late and left little time to enjoy her children or sew for them or care for their clothes."

The following statements are indicative of the difficulties of carrying on household duties when the women head of the household is absent from it from 11-1/4 to 12-3/4 hours.

"I didn't like the 10-hour day at all. Shopping conditions were bad. You had to break your neck to get there before 6 P. M. Those 9.8 hours were too much for a woman. I used my Saturday afternoons to wash and did my ironing evenings. A lot of my work just wasn't done. There was no time for leisure this period. I was just exhausted and got so many colds." Daughter of 13 chimed in and said, "Mother was cross and got mad easily."--"These 9.8 hour days pretty near killed me. Its too many hours to work. I had to get up always at 5:30 to get my husband off to work. After Wednesday - Thursday, Friday and Saturday were awful."

"On the 10-hour day especially getting washing and ironing done at night for three boys was the hardest. I had 18 to 24 shirts to iron each week." She would never again work those hours when she had a house to take care of. It wore her out and had to take a leave of absence for "nervous stomach."

"In the third period I cut my laundry down to once every two weeks instead of every week, but still had meals and housework - there was no cutting down there. I was too tired to go out very often."

The load of the younger single woman was not so arduous in the father-mother-daughter households; the daughter helped out but usually assumed full responsibility only for her own laundry. But, even so, the comments of young women workers concerning the 8-1/2-9 hour day for six days versus the 9-1/2-10 hour day with a half day Saturday are illuminating:

"Girls don't gang up evenings and talk since they have been working 9-1/2 hours because they are too tired." "Too tired to do any reading after finishing the dinner dishes. Goes to sleep the minute she opens a book since working on the 10-hour day." (Age under 25)

"With long working hours have less time and energy for fun. Mostly have fun Saturday and Sunday when swims and dances, goes to baseball games or shows."

"Under 9-1/2 hours schedule has to take time off for dentist and occasional beauty parlor appointment."

"Gave up mid-week church services on 10-hour schedule."

"Gave up membership in Y. W. C. A. group."

Actually among the noticeable causes of absences of these younger women is "care of ill parents."

A survey now in progress by the Women's Bureau is making a contrast of conditions which prevailed under four different schedules of work hours as indicated below. In Period IV it will be noted that a majority of the women worked 60 hours a week, although the policy of the firm limits their employment to 50 hours a week. Work on the sixth day therefore is not required but is regarded as voluntary, and those who did not report for work on the sixth day were therefore not regarded as absentees.

Only in Period I was the absentee rate as low as 8 percent. In this period also the highest absentee rate was 10 percent, which was the low point in the successive periods with longer hour schedules. In two weeks of the longer periods the absentee rate was as high as 13 percent, and in four weeks it was as high as 12 percent.

| | Work Hours | Date | Women<br>Absentee Rate |
|---|---|---|---|
| Period I | 8 hrs. - 48 hrs. 6 days | 5/19/43 - 6/5/43 | 10.2 |
| | | | 8.2 |
| | | | 10.2 |
| | | | 9.8 |
| Period II | 9 hrs. - 54 hrs. 6 days | 9/4/43 - 9/25/43 | 12.2 |
| | | | 11.3 |
| | | | 12.8 |
| | | | 13.4 |
| Period III | 10 hrs. - 50 hrs. 5 days | 1/29/44 - 2/19/44 | 10.7 |
| | | | 12.1 |
| | | | 12.4 |
| | | | 11.5 |
| Period IV | In these 4 weeks majority | 3/25/44 & 4/1/44 | 10.5 |
| | worked 10 hrs. 60 hrs., 6 days: | | 11.9 |
| | Minority worked 10 hrs., | 4/29/44 & 5/6/44 | 13.0 |
| | 50 hrs., 5 days. | | 10.8 |

As a part of this survey well over a hundred women who had worked the 10-hour day were interviewed personally, and were asked what their preference was for hours of work, taking into consideration what the loss of overtime pay would mean under shourt hours. Seventy-two percent - almost three-fourths - preferred the 5-day week, while the others stated a preference for a 5½ or a 6-day week.

In regard to hours worked per week, two-fifths of the women favored five 8-hour days, or the 40-hour week; another fifth favored six 8-hour days, or the 48-hour week. Twenty-three percent favored five 10-hour days, or the 50-hour week, and about one-tenth favored five 9-hour days, or the 45-hour week. Considering only the married women in the group, the proportion preferring the 5-day week increased to 85 percent of the married group, while 45 percent of the same group preferred five 8-hour days and the 40-hour week.

Of all the women interviewed, not one favored the 10-hour day and the 60-hour week.

Attached are comments made by the women relative to the long week which seemed to indicate on the whole that in spite of the fact that the 10-hour day was established, it was not an economical or efficient standard from the point of view of the women. Undoubtedly, the 10-hour day was standard for the plant, the women did not average as long hours in actual work.

The Division of Industrial Relations of the firm reports that they have had innumerable complaints of fatigue, and the opposition to the 5-day, 10-hour week ha~~ve~~s been overwhelming. In November, 1944, the schedule was again changed to five days of nine hours, equaling a 45-hour week.

| Length of workweek preferred by the women | Percent women Total | Married |
|---|---|---|
| 5-day week | 72. | 85. |
| 5½-day or 6-day week | 28. | 15. |
| 5 - 8 - 40 | 39.4 | 45.5 |
| 6 - 8 - 48 | 21.3 | 18.2 |
| 5- 10 - 50 | 23. | 16.6 |
| 5 - 9 - 45 | 11.0 | 12.1 |

Other

Not one - 10-hour 6-day

* * * * * * * * * * * * * * *

A summary survey based on interviews with women employees was conducted by this firm in another of its units which changed from six 8-hour days, 48 hours a week, to five 10-hour days, 50 hours a week. As a result these interviews showed that 85 percent of the women preferred the 10-hour day. However, 23 percent felt that the 10-hour day was more fatiguing than the 8-hour day and 11 percent (exclusive of those on the night shift) reported an increase in their shopping difficulties.

When the 10-hour shift was established, there was a marked up-swing in turnover immediately. However, the rate dropped after the first few weeks on the new schedule.

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Women

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Other

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March 6,1945.

## COMMENTS OF WOMEN EMPLOYED AT NORTH AMERICAN AVIATION - KANSAS CITY ON THE 10 HOUR DAY.

45598 - Can't stand 10 hour day as steady thing. 40 hrs. (8 hr.day and 2 day week end) preferred.

32540 - After working several months on 10 hour schedule got so overtired had a "flare-up" of thyroid trouble. Type of work, long hours and noise were all causes of working leaving NAA.

32893 - Got too tired on 10 hour night shift schedule. It wasn't so bad when worked nights on 8 hours because got to bed by 2.30 and on 9 hour schedule got to bed by 3.30, so could get up in middle of morning and not feel tired. Ate more irregularly on 10 hour schedule and often had digestive disturbances. "Know I didn't feel as well while on 10 hour nights as on other schedule."

34684 - When had 2 or $1\frac{1}{2}$ day week-end could stand the 10 hour day fairly well. Found the 60 hour week too tiring and believe would not have had strep throat in March 1944 if not exhausted from long hours.

51604 - On the 10 hour day if we go anywhere we have to let our housework go. If we go anywhere it has to be on week-ends. I go out on Saturday night and to church on Sunday.

36818 - Believe would have had general chronic ailments if worked 60 hour week any length of time.

38776 - Tiredness is only effect of longer per day. Not ever sick more than cold or slight indigestion - not directly due to work but doing extra things outside plus long hours of work,both make for getting overtired. " Can't just work and sleep - must have fun sometime!"

38442 - Have had a cold all the time there (not sinus cold). Tired all the time, on 9 and 10 hour schedules both. Have had time off chiefly to be with fiancé (now husband) or because sick or too tired to work.

44730 - Working 10 hours a day was tired all the time. On present job working 8 hours with 1/2 hour paid lunch period and sitting down all day feel rested after work and able to do housework.

38040 - Worker stated that the hours were too long and the work too hard, especially the 60 hour week, and it pulled down her resistance. She had colds all the time, felt dizzy and very tired.

14791 - Worker stated the real reason worker terminated was because she was physically and mentally exhausted. The work was so hard, the care of her house was neglected, and worker did not have enough time at home while working 10 hours a day. It was the long hours that made her so tired. The work itself was not so hard but it was the speed, doing the same job so long.

25356 - When I went to work at N A, I weighed the same as I do now. I gained 10 pounds during the 8 and 9 hour periods. I lost it during the 10 hour period. I think it was because of the long hours and just that, my eyes needed a rest. I went to a doctor. He said there wasn't anything wrong with my eyes. They were just strained a little.

21833 - During the 3rd period when we worked 10 hours a day 5 days a week I was pretty worn out. It seems like 10 hours a day are a little against a woman's health. I could make the 8 hours a day but I just could hardly make the 10 hours.

## COMMENTS OF WOMEN EMPLOYED AT NORTH AMERICAN AVIATION - KANSAS CITY - ON THE 10 HOUR DAY.

3/6/45.

19975 - 6 day, 9 hour, week schedule was noticably harder than 8 hour, but find 10 hours and 5 days not bad, since have school children old enough to do marketing and prepare dinner and do some of housekeeping routine jobs.

27378 - "On 10 hour day was tired all the time never got rested. Day sleep didn't do you no good."

26930 - Got so tired during last few months was almost sick often. Didn't have to stay out except when had a very bad cold in spring (April). Believe fatigue was result of months on strenuous schedule and not being able to sleep well on hours worked on 10 hour day. " Was so tired ached all over."

26874 - The 10 hours a day III period meant worker hurried thru life so fast it left nothing to do. She had so little time at home she could not keep the house as clean as she wished, no recreation (never went to a show) and was just worn out. During the 60 hour week the week-end was gone too and nothing was ever accomplished. It was very difficult. During the 50 hour week there were at least the week-ends to look forward to. But worker was still too tired to accomplish much.

5 dys

26737 - "The 1st period (8 hr. day) I took more interest in my work and had more time to do my housework. When I worked 6 days a week my husband did my shopping. This was true for both the 8 and 9 hour day. When I worked the 10 hour 5 days a week it was nice to have Saturday off. It gave me time to go out and do my personal shopping. A woman can do shopping better than a man. When I got to go out on Saturday my week didn't seem so long. Personally I would rather work 10 hours a day and have my Saturday off. I had more recreation and pleasure on 10 hour day with Saturday off.

16016 - "Even though 8 hour day not so tiring I much prefer 10 hour day if I can have 2 day week-end." Don't like 6 day week and 6 day 10 hour day too long even though the big pay check.

14217 - On 10 hour day was worn out every evening - completely worn out - was all I could do to get home and cook supper. Couldn't sleep at night for worrying about getting up at 5.00 a.m. Would wake up at night and look at the clock. Felt better the first period when we worked only 8 hours and I got off at 3.12 p.m. Was less tense and less nervous on this schedule.

24737 - Saturday off is much preferable to 6 day week, even when need to work 10 hrs. Since have no duties at home can work 10 without being too tired.

21824 - Used to 10 hours now. Like 5 day week. Believe would prefer 9 hr. 5 day week, but 40 hours is too short a work week "unless getting $1.00 an hour."

29339 - During 10 hour day worker could do nothing. She had little time to be with her children and was so tired she was grouchy and disagreeable with them. It just wasn't worth it. The Saturday off didn't give her time to get much done. It was much better to have short day.

45993 - Worked 10 hr. Saturdays during 4th period for 6 weeks and had a doctor's bill to pay." Too fatiguing to work 6 days and 10 hour day except once in awhile."

15089 - I felt fine during the first 2 period when we only worked 8 and 9 hours. When we started to work 10 hours a day I started to run down.

## COMMENTS OF WOMEN EMPLOYED AT NORTH AMERICAN AVIATION - KANSAS CITY - ON THE 10 HOUR DAY.

3/6/45.

31367 - Much prefer 5-10 hour day to 6-9 hour days. Do not believe could work more than 50 hour week without being too tired to look after home and family. Now that children don't need a great deal of time, believe 6-8 hour days is best schedule for worker keeping house, too.

3

I prefer to give up my overtime to have more time at home

Periods covered by W. B Study

1st period 6-8-48 2 shifts
2nd " 6-9-54 " "
3d " 5-10-50 " "
4th " 6-10-60 " "

"I prefer to give up my overtime to have more time at home"

Suggested letter to Secretary of War and Secretary of Navy

From The Secretary of Labor

Considerable concern is being expressed by state officials and by others interested in the most efficient operation of war production plants over the insistent demands for relaxation of state laws which would permit the employment of women for excessively long hours continuing over long periods of time. I am certain that neither the Army nor the Navy would sanction requests for a 66-hour week or for a 10-hour day, 70 hours a week for 3 months or one for 12 hours a day 84 hours a week, but over zealous individuals in these organizations do not seem to be aware of the standards for maintaining sustained efficiency approved by the Army and the Navy together with other government agencies in September 1942.

I sense your problem and the deep concern which drives your people for optimum production and in addition I know how strong is the desire of a great number of women to make maximum production in order to contribute their bit to the war effort.

The pressing need of increased production is unquestioned but our experience has been that absenteeism and turnover go hand in hand with long work schedules and do not contribute to efficient operations.

Our experience is not based on theory but a realization of facts come to by the hard way. Without an understanding management even with the best of equipment the human factor may react to the disadvantage of production.

Illustrative of this is an incident which occurred very recently while the Director of the Women's Bureau was visiting a textile mill engaged in war orders. The superintendent was most apologetic over the fact that about one-third of the looms stood idle. "We tried running outrageous hours last week so the workers are out this week."

Attached are extracts and references to various reports which are indicative of some of the consequences of long hours.

"Studies of the Effects of Long Working Hours" 1944.
Bureau of Labor Statistics, U. S. Department of Labor

This Department of Labor study also indicates much the same trend as that disclosed by the study of the Women's Bureau. "In general over an extended period of time workers produced less per hour when schedules were raised above 40 hours per week." The study found "that lengthening of daily hours beyond 8 usually eliminated the mid-week production peak. When daily hours were increased to 10, with a 2-day weekend, this peak disappeared and one day's production was about as good as any others. When a 6th day was added the entire level dropped."

"Wartime Working Hours" February 1943

New York State Department of Labor

This reports the results of a survey of employers' opinion of 140 companies having two million employees. This discloses that 68 percent favored 48 hours or less. The experiences of New York firms which had received dispensations from the New York State Labor Law and of plants which have utilized the 10-hour shift but no longer use it, show the effect on production in terms of increased mistakes, absenteeism and quits. The report lists the experience of firm after firm indicating a preference for the short-hour week. Bell Aircraft in renouncing plans for the 10-hour shift gave as one of the six major reasons, the anticipation of hardship, inefficiency and increased absenteeism especially among women who constituted 58 percent of the company's labor force.

In other sections of the country, airplane managements including Lockheed, Douglas and Consolidated-Vultee all opposed the institution of the 10-hour day in their plants. Consolidated-Vultee reported a very discouraging experience with the 10-hour day with fatigue in 4 weeks reducing 10-hour production to that of the 8-hour shift. It also reported that absenteeism and turnover increased in the 10-hour departments.

In May 1944 the New York State Department of Labor made an investigation to find out what use was being made of the dispensations from the labor law that had been granted by the Industrial Commission in the interests of war production. Although the 54 hour week was by far the most usual dispensation some so-called restricted dispensations limited the number of hours in excess of 48 in a 4-weeks period to 12 hours.

Of 290 plants with permission to employ women workers for more than 48 hours, 56 were making no use at all of their dispensations at the time of the survey and only 14 plants were making full use of the dispensation. Of the 63,089 women who were permitted to work longer than 48 hours, two-thirds were working at or below the peacetime standard and fewer than 20 percent worked the full hours requested by the employer.

"Employers generally agreed that while long hours were necessary in emergencies, a work week of longer than 48 hours had an adverse effect on hourly rate of production, quality of work, absenteeism, turnover and accidents."

"The Ten-Hour Working Day in Factories" 1943

Department of Manufacture, Chamber of Commerce of the United States

This report contains the following statements: "All who are concerned with this problem admit that production can not be proportional to hours worked, because men get tired, bored, do less and not as well as the day and total production period lengthens. Not only does output fail to increase proportionately with hours but it is frequently reduced." "Over a third of the companies canvassed reported that production was proportionately less on the 10-hour shift."

## British Experience

### 1. "Hours of Work in Wartime"

Industrial Welfare and Personnel Management. 1939
Dr. H. M. Vernon.

This reports the production record of about 100 women employed as lathe operators. Their output was collected over a period of 93 consecutive weeks, during the first 24 of which they were on the 75-hour week, during the next 28 weeks on the 63½-hour week, and during the remaining 41 weeks on the 55½-hour week. The timekeeping of the women was not good, owing largely to the fatigue entailed by their labors so that the actual work hours in these three periods fell considerably short of the normal hours. Actual working hours were respectively 66.0, 54.4 and 47.5 in the order of the three periods above listed. While working 66 hours production was 108, but on the reduced schedule of 47.5 hours production increased to 169 per hour.

### 2. "Report on Welfare and Health in Relation to Hours of Work and Output in Wartime." 1940

British Association for Labor Legislation.

A case history of the output of men engaged in heavy work which was not mainly controlled by machine processes showed an increase in production as the long hour schedule for work decreased.

| | Average Weekly Hours | | Relative Hourly Output | Relative Total Output |
|---|---|---|---|---|
| | Hours fixed by Management | Actual Hours Worked | | |
| First period | 66.7 | 58.2 | 100 | 100 |
| Second period | 62.8 | 50.5 | 122 | 106 |
| Third period | 56.5 | 51.2 | 139 | 122 |

## German Experience

International Labor Review" August 1943

b

Dr. T. Hupfauer

In Germany also it has been found that a return to shorter more normal hours--8 or 9 per day--increases output. Moreover they have learned that the effectiveness of increased hours is nullified by absenteeism and loss of time, and there was considerable discrepancy between hours of presence and scheduled hours of work in the excessive work day. One concern which reduced hours from 10 to 8 found that illness fell 8 percent, absenteeism was greatly reduced and actual work time almost coincided with regulation work hours. They found that the long working day made the granting of relatively longer rest periods indispensable.

Statistical:
Spring
Room 1330

Song Hours

44

U. S. Department of Labor
WOMEN'S BUREAU
Washington

Work. Date - Winter 43 & 44

# A SUMMARY OF SOME STUDIES ON THE RELATION OF HOURS OF WORK TO ACCIDENTS, ILLNESS, AND PRODUCTION.

Jennie Mohr

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## STUDIES OF ACCIDENTS, ILLNESS, AND PRODUCTION IN RELATION TO HOURS OF WORK

### I. Sickness and accidents in relation to hours of work

#### A. The time of day and time of week of accidents:

1. In a study of accident records in American Shipyards, 1941, (Ref. 1) the following table summarizes the relation of accident incidence to hour of the day or night. The records give the number of disabling injuries, as derived from the original injury records of 11 shipyards which made their records available for analysis and transcription by agents of the Bureau of Labor Statistics:

Distribution of disabling injuries in 11 shipyards,
by shift and by hour of shift in which injury occurred, 1941

| Shift | Total number of disabling injuries | Percentage of disabling injuries occurring in - | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | First hour | Second hour | Third hour | Fourth hour | Fifth hour | Sixth hour | Seventh hour | Eighth hour | Other |
| Total | 2,262 | 13.2 | 11.6 | 15.5 | 11.1 | 8.5 | 9.0 | 12.1 | 12.9 | 6.1 |
| Day | 1,588 | 11.0 | 10.7 | 15.4 | 12.0 | 7.5 | 8.1 | 12.8 | 14.5 | 8.0 |
| Evening | 495 | 17.2 | 13.7 | 16.4 | 9.5 | 10.9 | 11.1 | 10.5 | 8.9 | 1.8 |
| Night | 179 | 22.3 | 14.0 | 14.5 | 7.8 | 10.6 | 11.2 | 10.6 | 9.0 | 0 |

Of the distribution of these accidents, the report says:

> The time-of-occurrence pattern, revealed by the distribution of 2,262 injuries reported in 11 yards, shows a striking similarity between the second and third shifts and a striking dissimilarity between these shifts and the regular day shift. On the day shift, injuries were most frequent during the third working hour; were least frequent in the fifth and sixth hours; and rose practically to third-hour volume again in the eighth hour.
>
> The evening and night shifts, on the other hand, had their greatest volume of injuries in the first hour. The number occurring in the second and third hours declined somewhat, but remained relatively high. In the fourth hour the volume dropped decidedly, probably reflecting the reduction of activity during lunch periods. In each of the following three hours the number of cases remained relatively constant, but at a level below that of the second and third hours. In the eighth hour of both of the late shifts the number of injuries again fell to approximately the lunch-hour level. The high concentration of injuries in the first three hours of these shifts appears to indicate that many of the late-shift workers are not fully rested and properly alert to the hazards of the plants when they report for work. In considerable measure this condition may be due either to the difficulties of securing the full benefits of sleep during daylight hours, or to the fact that workers on these shifts must secure their recreation and attend to their personal affairs before going to work, rather than after work as is customary for day workers.

The relation of accidents to day of week is shown in the following table:

| Shift | Total number of disabling injuries | Percentage of disabling injuries occuring on - | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | Sunday | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday |
| Total | 2,429 | 2.3 | 18.1 | 18.1 | 16.6 | 15.1 | 16.4 | 13.4 |
| Day | 1,759 | 2.2 | 19.4 | 18.4 | 16.3 | 15.1 | 15.6 | 13.0 |
| Evening | 497 | 2.2 | 14.9 | 17.5 | 16.7 | 15.7 | 18.9 | 14.1 |
| Night | 173 | 3.5 | 14.5 | 16.8 | 20.2 | 13.3 | 16.2 | 15.5 |

Of this distribution, the author says:

> The distribution of 2,429 injuries, which occurred in 11 shipyards, indicates that cumulative work fatigue, of the type which builds up day by day and is not completely overcome in the normal rest periods between workdays, was not an important contributing factor in shipyard accidents during 1941, despite the increased speed of operations and longer hours which characterized the industry during that year.
>
> The volume of injuries on the regular day shift was much greater on Mondays than on any other day of the week, lending some support to the occasionally expressed theory that recreational pursuits on a day off are frequently more fatiguing than the day-to-day routine of heavy work to which workers have accommodated themselves. It is possible too, that even one day of dissociation with the hazards of daily work may be sufficient slightly to lessen the skill with which those hazards are avoided. The relative volume of injuries to first-shift workers declined successively on Tuesdays, Wednesdays, and Thursdays. Fridays showed a slight increase, hardly great enough to be significant. Saturdays showed a sharp decline, mainly as a result of the fact that Saturday was not a full workday for all employees.
>
> The second, or evening shift, did not have a Monday peak of injuries. Tuesday injuries on this shift were more numerous than those occurring on Mondays, Wednesdays, or Thursdays, but were less numerous than the Friday cases. Full employment upon the second and third shifts was not common during 1941 in the shipyards surveyed, and the total number of injury cases reported for these shifts was relatively small. The distributions for the evening and (particularly) for the night shifts, therefore, should be evaluated as being based upon rather small samples.

2. Earlier British studies:

(a) H. M. Vernon, in 1937 (Ref. 2) summarized the findings of the Health of Munition Workers Committee on the time of day when accidents occurred. The following table gives the number of cuts reported per 10,000 lathe workers per week in a fuse factory, giving data for two periods: 1915, when workers were on a 12-hour day, and 1916-17, when they were on a 10-hour day. Vernon points out that the first and last figures for each of the three work periods should not be considered significant, because they involve time getting ready to work and getting ready to stop. The table for accidents on night shift gives figures for 1916-17, when workers went on night duty:

Accidents per 10,000 lathe workers per week

| Time of day | Men |  | Women |  | Output |
|---|---|---|---|---|---|
|  | 1915 | 1916 and 1917 | 1915 | 1916 and 1917 |  |
| 7:00 - 7:30 | 9 | 16 | 2 | 6 | 56.2 |
| 7:30 - 8:30 | 24 | 29 | 17 | 13 | 101.7 |
| 8:30 - 9:30 | 33 | 47 | 26 | 25 | 105.4 |
| 9:30 - 10:30 | 64 | 54 | 72 | 43 | 110.4 |
| 10:30 - 11:30 | 54 | 65 | 90 | 44 | 110.8 |
| 11:30 - 12:00 | 36 | 55 | 57 | 36 | 100.4 |
| 1:00 - 1:30 | 67 | 43 | 63 | 24 | 86.9 |
| 1:30 - 2:30 | 50 | 56 | 80 | 37 | 110.0 |
| 2:30 - 3:30 | 46 | 54 | 72 | 36 | 103.3 |
| 3:30 - 4:30 | 48 | 52 | 80 | 38 | 104.7 |
| 4:30 - 5:30 | 44 | 49 | 63 | 31 | 105.4 |
| 5:30 - 6:00 | 39 | 50 | 52 | 36 | 53.0 |
| 6:15 - 6:30 | 39 | - | 52 | - | - |
| 6:30 - 7:15 | 42 | - | 52 | - | - |
| 7:15 - 8:00 | 36 | - | 48 | - | - |
| 8:00 - 8:30 | 14 | - | 47 | - | - |
| Actual number of accidents in statistical period | 660 | 3,637 | 1,145 | 3,933 | - |

| Time of night | Men | Women | Output |
|---|---|---|---|
| 6:30 - 7:00 | 35 | 16 | 53.5 |
| 7:00 - 8:00 | 60 | 31 | 99.0 |
| 8:00 - 9:00 | 53 | 33 | 103.6 |
| 9:00 - 10:00 | 50 | 32 | 108.5 |
| 10:00 - 10:30 | 44 | 33 | 101.6 |
| 11:30 - 11:45 | 32 | 20 | 70.9 |
| 11:45 - 12:45 | 40 | 29 | 112.9 |
| 12:45 - 1:45 | 43 | 27 | 108.9 |
| 1:45 - 2:45 | 37 | 30 | 109.5 |
| 2:45 - 3:00 | 23 | 24 | 98.8 |
| 3:30 - 3:45 | 33 | 19 | 79.7 |
| 3:45 - 4:30 | 36 | 22 | 115.2 |
| 4:30 - 5:15 | 34 | 21 | 111.8 |
| 5:15 - 6:00 | 36 | 26 | 103.1 |
| 6:00 - 6:30 | 37 | 26 | 39.6 |
| Actual no. of acc. in statis. period | 1,972 | 1,904 | - |

(b) A similar study (Ref. 3) of the fresh cuts treated in a projectile factory in 1917-18 is summarized in the table below. It covers 2,560 accidents to men and 3,409 to women, and their hourly incidence on both the day and night shifts. The three periods of work are approximately:

day shift : 7:30-9:00; 10:00-1:00; 2:30-5:00
night shift: 8:20-11:00; 1:00-3:20; 5:00-7:00

Table V. - Cuts per Hour during each Work Spell

| Work spell | Day shift | | | | Night shift | | | |
|---|---|---|---|---|---|---|---|---|
| | Oct. - Dec. | Jan. - March | April-June | July-Sept. | Oct. - Dec. | Jan. - March | April-June | July - September |
| Men - | | | | | | | | |
| 1st. spell | 79 | 95 | 69 | 61 | 87 | 86 | 87 | 44 |
| 2nd. spell | 112 | 129 | 85 | 71 | 61 | 70 | 62 | 43 |
| 3rd. spell | 85 | 88 | 77 | 59 | 69 | 67 | 56 | 38 |
| Women - | | | | | | | | |
| 1st. spell | 109 | 127 | 111 | 72 | 116 | 133 | 120 | 86 |
| 2nd. spell | 129 | 140 | 119 | 79 | 114 | 116 | 105 | 55 |
| 3rd. spell | 91 | 119 | 83 | 57 | 66 | 83 | 74 | 48 |

Both of these studies show that on the day shift the accidents tend to increase during the middle of the period and decrease again toward the end. On the night shift, the accidents are more numerous at the beginning of the shift, and fall off later.

(c) In an attempt to discover whether hourly variations in accident frequency are due to fatigue, H. M. Vernon (Ref. 18) compared the accident rate in the morning with that in the afternoon for "all the suitable series of data recorded by the British Association Committee." This material, when arranged in order of the weekly hours of work in the industry, showed that for an average weekly work period of 57.1 hours, the number of afternoon accidents was 96 per cent that of morning accidents, and with a mean of 49.9 hours of work a week, the ratio was 1.08. The ratio for all the data is 1.01 to 1. Thus, "the accident frequency was practically no greater in the afternoon than in the morning, and it showed no indications of being larger when hours of work were long than when they were short."

The following table gives the values for separate industries:

| Industry | Weekly hours of work. | Ratio of afternoon to morning accidents. |
|---|---|---|
| Textiles . . . . . . . . . . . . . | 60 or more | .94 |
| Building . . . . . . . . . . . . . | 60 or more | .89 |
| Paper . . . . . . . . . . . . . . | 60 | .92 |
| Tannery . . . . . . . . . . . . | 55 - 59 | 1.01 |
| Coach-building . . . . . . . . | 54 - 60 | .86 |
| Cotton . . . . . . . . . . . . . | 56 | .88 |
| Wool . . . . . . . . . . . . . . | 56 | .90 |
| Motor cars . . . . . . . . . . | 55 | 1.17 |
| Motor cars . . . . . . . . . . | 55 | 1.05 |
| Pottery and glass . . . . . . | 50 - 60 | .94 |
| Means . . . | 57.1 | .96 |
| Automatic machines . . . . . . | 54 | 1.21 |
| Shoes . . . . . . . . . . . . . | 54 | .93 |
| Metal and foundries . . . . . | 54 | 1.15 |
| Chains and engineering . . . | 50 | 1.07 |
| Gas works . . . . . . . . . . | 48 | 1.02 |
| Electric supply . . . . . . . | 48 | .98 |
| Building . . . . . . . . . . . | 44 - 48 | 1.03 |
| Printing and publishing . . | 42 - 48 | 1.25 |
| Means . . . | 49.9 | 1.08 |

Vernon also gives (ref. 18, p. 187) the results of a similar comparison for the factory workers whose accidents are listed in (a) above. He finds that for the period in which they worked 12 hours a day, the ratio of afternoon to morning accidents was 1.06 for the men and 1.29 for the women; whereas in the period of a 10-hour shift, it was 1.00 for the men and 1.11 for the women. Vernon concludes that the great excess on the part of the women in the first period (1.29) was undoubtedly an effect of excessive fatigue. He believes, however, that (p. 186) "in ordinary industries, under normal hours of work, there is no good evidence that the rise of accidents observed during the work spells is due to fatigue."

(d) Vernon (Ref. 2, p. 96) summarizes the work of British Association Committee in 1915 on accident frequency by day of the week as follows:

The Daily Accident Rate. - Evidence bearing on the question of accident causation is afforded by a study of the variations in accident frequency from day to day of the working week. It is best to ignore Saturdays, for the half holiday upsets comparisons. Of the remaining five days, it is usually found that Mondays show a maximum of accidents and Fridays a small excess, while the minimum occurs in the middle of the week. Data collected by the British Association Committee showed that the various industries classified by them attained a maximum and a minimum on the following days:

| | Mon. | Tues. | Wed. | Thurs. | Fri. |
|---|---|---|---|---|---|
| Maximum no. of accidents on | 11 | 4 | 3 | 3 | 8 |
| Minimum no. of accidents on | 3 | 5 | 9 | 8 | 4 |

B. Sickness and absenteeism

1. The following figures were quoted as from the work of the British Committee in the last war, by Dr. A. Hamilton (Ref. 4). These are also given by M. Kossoris (Ref. 5) who quotes them from Vernon (Ref. 6).

| Workweek: | Percent of time lost from illness<br>Men | <br>Women |
|---|---|---|
| 63¼ hours | 7.0 | — |
| 62 hours | 5.7 | 6.4 |
| 54 hours | 4.0 | 4.3 |
| 44 hours | — | 3.1 |

2. British studies in the present war.

(a) A study of sickness and hours of work (Ref. 7) shows the average number of women absent per 1,000 workers per week at one factory during the months June to December 1940. Vernon (Ref. 8) summarizes the data as follows:

| Month | Weekly hours of work | Number of women absent from<br>Resp. diseases | <br>Nervous breakdowns | <br>All causes |
|---|---|---|---|---|
| June | 67½ | 3 | 11 | 21 |
| July | 63 | 7 | 18 | 37 |
| August | 60½ | 12 | 24 | 47 |
| Sept. to Nov. (Mean) | 57 | 15 | 12 | 39 |

He points out that the lag in absenteeism is due to the "lag in the action of the long hours upon the previously healthy women," and that a slight recovery occurred when hours were reduced to 57.

The reaction of men in another factory (over the same period) is shown by the following table, which indicates a much milder response in spite of longer hours than the women worked.

| Month | Weekly hours of work | Number of men absent from<br>Resp. diseases | <br>Nervous breakdowns | <br>All causes |
|---|---|---|---|---|
| June | 70-3/4 | 8 | 4 | 23 |
| July | 67 | 13 | 7 | 37 |
| August | 65-3/4 | 8 | 6 | 26 |
| Sept. to Nov. (Mean) | 65-3/4 | 10 | 3 | 22 |

In 1,600 of the cases of pulmonary tuberculosis notified during 1941 the hours of work of the sufferers were ascertained with the following results:

| | Average number of hours per week | | | |
|---|---|---|---|---|
| | 40 - 48 | 48 - 56 | 56 - 64 | 65 - 72 |
| | Percent | | | |
| Women in medium-heavy industries | 14 | 46 | 31 | 9 |
| Women in lighter industries | 35 | 45 | 14 | 6 |

It will be seen that of the women employed in medium-heavy industries nearly a third worked for 56 to 64 hours a week, whilst 9 percent worked for 65 to 72 hours.

(b) The general picture of lost time in a number of British factories for three months of 1941 is shown in the following table. (Ref. 7) Although time lost is given as percent of a normal 47-hour week, it must be remembered that the actual work schedule was usually 60 to 65 hours a week for men and 55 to 60 for women. If lost overtime had been included, the figures in the table would have increased by 1 or 2 percent.

Table I. - Average amount of time lost during the normal week of 47 hours in April, May and June, 1941. (Results expressed as a percentage of the normal week of 47 hours.) 1/

| Factory | Number of workers | Actual hours worked | Per cent. of normal time lost | | | |
|---|---|---|---|---|---|---|
| | | | Sickness | Injury | Absence without permission | Total |
| A | 6,000 | 48.6 | 4.7 | 0.2 | 3.8 | 8.7 |
| B | 3,500 | 54.6 | 5.9 | 0.9 | 3.2 | 10.0 |
| C | 5,000 | 56.4 | 2.8 | 0.6 | 3.9 | 7.3 |
| D | 15,000 | 54.3 | 2.5 | 0.6 | 3.6 | 6.7 |
| E | 3,000 | 51.9 | 5.6 | 0.3 | 0.8 | 6.7 |
| F | 5,000 | 54.0 | 3.4 | 0.2 | 7.4 | 11.0 |
| G | 4,500 | 50.7 | 2.4 | 0.4 | 0.8 | 3.6 |
| H | 3,500 | 53.5 | 2.5 | 0.9 | 2.9 | 6.3 |
| I | 1,100 | 55.7 | 1.3 | 0.3 | 6.2 | 7.8 |
| J | 1,500 | 55.7 | 1.9 | 0.7 | 6.0 | 8.6 |
| K | 1,000 | 52.0 | 2.1 | 0.3 | 2.0 | 4.4 |
| L | 13,000 | 53.7 | - | No records | - | 5.8 |
| M | 6,000 | 56.9 | - | No records | - | 5.1 |

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1/ Hours of Work, Lost Time and Labour Wastage. Medical Research Council. Great Britain Industrial Health Research Board. London. 1942, P. 5.

(c) For each day of the week, in an old-established munitions factory (Factory D in table) and in two modern factories (Factories E and T), the percentage of absenteeism is given below. (Ref. 7) The table shows conspicuously the higher absenteeism of women than of men.

Some of the factors contributing to the greater amount of absenteeism in the new factories than in the old are summarized as:

(1) Transportation time
(2) Employment of inexperienced women
(3) Seven-day week
(4) Poor working environment

Friday's low figure is probably due to the fact that this is pay-day.

Table III. - Percentage number of workers absent without permission on each day of the week in (a) an old-established munition factory on the two-shift system with no Sunday work, and (b) two modern factories on the three-shift system with work on Sundays 1/

| Factory | No. of workers | Sex | Number absent expressed as percentage of number employed | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | Sun. | Mon. | Tues. | Wed. | Thur. | Fri. | Sat. |
| D | 11,000 | Male | - | 3.4 | 2.6 | 2.1 | 1.8 | 2.1 | 5.2 |
| E | 6,970 | Male | 13.0 | 8.8 | 8.7 | 8.7 | 7.5 | 5.4 | 20.4 |
| E | 9,779 | Female | 20.5 | 15.7 | 14.1 | 15.6 | 11.3 | 10.1 | 37.0 |
| T | 2,143 | Male | 10.4 | 6.0 | 3.9 | 5.1 | 3.1 | 1.6 | 2.6 |
| T | 3,869 | Female | 20.1 | 10.3 | 9.1 | 11.6 | 10.7 | 8.6 | 10.5 |

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1/ Source: Hours of Work, Lost Time and Labour Wastage. Medical Research Council. Great Britain Industrial Health Research Board. London, 1942, p. 8.

(d) For six of the factories listed in the two previous tables a comparison of the absenteeism of men and women is shown below. (Ref. 7)

Table IV. - Comparison of time lost by men and women 1/

| Period | Factory | Men |  | Women |  |
|---|---|---|---|---|---|
|  |  | No. in group | Per cent. absent | No. in group | Per cent. absent |
| 1940 |  |  |  |  |  |
| June to December | A | 826 | 5.6 | 1,850 | 10.8 |
| June to December |  |  |  |  |  |
| June to December | E | 6,895 | 14.8 | 6,739 | 27.2 |
| June to December | K | 1,761 | 4.4 | 1,378 | 8.7 |
| 1941 |  |  |  |  |  |
| April | B | 2,380 | 7.8 | 1,073 | 12.4 |
| July | D | 10,820 | 6.5 | 765 | 20.9 |
| April | T | 2,192 | 10.8 | 3,947 | 18.0 |

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1/ Source: Hours of Work, Lost Time and Labour Wastage. Medical Research Council. Great Britain Industrial ~~Research Board~~ Health Research Board. London, 1942, p. 9.

3. C. O. Sappington (Ref. 9) makes the following statement, but does not give the source:

> In an American munitions plant, Florence noted the effect of increasing hours of work from 9½ to 12 per day; the absence rate increased from less than 6 per cent to 9.3 per cent during the first year and 12.2 per cent during the second year, which apparently shows the cumulative effects of longer hours.

4. Vernon cites the following experience (Ref. 6, pp. 53-4):

> "At a recent visit to a factory by one of my colleagues, the Works Manager told him about an experience he had concerning the effect of overtime on output. He said that in March, 1936, he got some big contracts which necessitated his working his people to the limit of the hours allowed by the Factory and Workshops Act, 1901, that is, 8 a.m. to 8 p.m. on week-days and 8 a.m. to 4 p.m. on Saturdays (a 59½ hour week). The increased time began in the third week of March and production steadily went up until there was a peak period in June, lasting about two weeks, then production dropped gradually until October of the same year when overtime was given up because production at this period was not as great as it was in the first week of March when they were working a 47-hour week. The illness rate during this six months period was 10% due, as the Works Manager thought, to fatigue. He noticed that the individual output lessened and that the workers had no interest in their jobs and appeared to be doing them mechanically. It is interesting to note that the observations applied equally to workers who were paid by the day and by piecework. I cannot produce to you evidence of any specific illness caused by prolonged hours of work, but there was in 1914-1918 ample evidence of an increased sickness rate where over long hours were worked."

## II. Relation of hours of work to output

### A. Current data:

1. Examples of the effect of changes in hours of employment on production and absenteeism are given in the Annual Reports of the Chief Inspector of Factories in Great Britain for the past three years: (Ref. 10)

(a) From the Report for 1940:

(1) One firm who had worked a 5½ day week, changed over to a 7 day week, with total working hours in excess of 60. After four weeks there were obvious signs of flagging and, to combat this, work was omitted on every fourth week-end. This brought no improvement and after a time the output was no more than it had been originally. They reverted to the 5½ day week and the output went down slightly, but gradually pulled up again to the original figure.

(2) Owing to enemy action in a factory it became necessary to cut down the hours of work since the black-out had been damaged and work could only proceed during daylight. Previously the working week had been 60 hours for men and 58 for women. These hours were reduced to 52 for both men and women, which involved a net loss of 400 hours a week. In a fortnight production had reached the original level.

(3) In a factory in which some 650 men and 100 women are employed, the men worked for 64 hours a week spread over seven days for a considerable period. Absenteeism records showed that often as many as 100 workers were absent on any particular day. It was decided to reduce the hours to 56 and to stop work on Saturday afternoon and Sunday. Absenteeism was halved at once and is steadily declining and the output has not suffered.

(4) In a factory in which males only were engaged, those over 18 were employed for weekly periods of from 72 to 84 hours and in some cases no day off was allowed over long periods. Absenteeism increased and frequently on any one day from 15 percent to 25 percent of the persons employed were absent. The firm decided to reduce the hours to 56 and to give a week-end break between 12 noon on Saturday and 7 a. m. on Monday. The absenteeism became almost negligible. The workers had thought that their wages would decline, but this was not so and production actually increased.

(5) It was probably a similar experience which prompted the Manager of one works to sum up the situation with the suggestion that "working seven days means six days' production for eight days' pay." On the other hand it should be recorded that one firm, who have several large factories in different parts of the country in which the hours of work averaged about 60 over a long period and in which during the summer months individuals worked for seven days in the week, maintain that the man hour output of the factories has not suffered but that on the contrary, it continues to rise.

(b) From the Report for 1941:

(1) In a factory in which women worked for six full days a week, absenteeism became so actue that the firm decided to establish a rota system within the 6-day week. The women are now divided into groups of six, and a half-time woman is alloted as a relief member of each group. Each individual worker within the group works for 5½ days with a weekly total of 52 hours instead of 56 or 57. The casual absenteeism, much of which was concerned with shopping and other domestic problems, has practically ceased since the change was made.

(2) A firm who employ women in the making of hand grenades found that they produced more when working a 50-hour week than when they were working a 56-hour week.

(3) In a twelve-hour night shift in a factory, adult men were found to be having only one half hour break. The Inspector, with some difficulty, persuaded the firm to give a second half hour later in the shift. After a short interval it was found that there was no loss in production.

(4) In a factory in which scientific glass is made and in which most of the employees are women, careful records have been kept of daily and weekly output. For some months the hours of work, except on short days, were 9 hours 50 minutes. Then overtime was stopped and 8 hours 30 minutes was worked. After two weeks the majority of the women were producing as much in the 8½ hours as they had done in the longer period. Shortly before Christmas the hours were raised to 10. The increase in production was not commensurate with the increase in hours and the firm told the women that they could go home when they had completed the number of articles that they were producing in the 10 hours. Some went home after 8½ hours and nearly all after 9 hours.

(c) From the Report for 1942:

(1) Interesting figures dealing with absence have been supplied by a firm of rope-makers where 240 women were employed first on a system of extended day work for 57 hours a week, Sunday to Friday, and then on a group rota system of six days' work followed by two free days for each group, giving an average for an eight week period of just under 50 hours a week. Figures drawn up for the month of August on the 57 hour week showed that the average rate of absence was 15.8 per cent. Under the rota scheme which started in October the figures for December on the 50-hour week show thatthe average rate of absence had dropped to 10.1 per cent, in spite of the fact that it was the winter season when absence for sickness is generally more prevalent than in the summer.

(2) In a small factory in Birmingham which had returned to their normal working hours of 47 for the males over 16 and 44 for those under 16, the output was as high as when 54 and 48 hours respectively were worked. In the same town, in a large metal works there was very little difference in output when the hours were reduced from 56 to 53½ per week despite the fact that many of the machines were mechanically fed and the human factor might consequently seem less important.

(3) In a factory in the Black Country men had been working on the day and night shift system, averaging 52½ hours a week. They changed on to three 8-hour shifts, six turns a week, making a working week for each member of the shift of 45 hours. The output of each of these shifts was equal to what it had been in the 52½ hour week.

(4) In a fruit preserving factory in which the hours are necessarily long in the fruit season but very moderate during the rest of the year, absence was 7 per cent from December to June, but rose to 14 per cent during July, August, and September.

(5) In a small firm employing 25 persons in the manufacture of aircraft and tank parts, a 62-hour week was worked by the men. Absence began to be very bad and so first Sunday work was dropped, and then Saturday afternoon work, and the weekly hours were gradually reduced to 47. After a fortnight of 47 hours absence was practically eliminated and after a month earnings had gone up to the level previously reached with the 62 hours. All the men in the factory are piece workers.

(6) A firm of toolmakers in South London began to employ women and decided to reduce the hours of the men, by dispensing with Saturday afternoon employment, to 55 a week in order to make them coincide with the hours of the women. At the same time they changed the system of payment from a weekly to an hourly basis in such a way that the amount earned by each man was not altered by his shorter hours of work. The result has been most satisfactory. Production has, with the shorter hours, if anything slightly increased.

2. A study published in 1942 by the Industrial Health Research Board of Great Britain (Ref. 7) gives a detailed analysis of hours of work as related to hourly and weekly output.

The study covers the period from the end of May 1940, when hours of work were increased, to the end of April 1941. The figures for April 1940, are given for comparison, and hourly and weekly output figures are given in percentages with April 1940, used as a base.

It is important to note that the hours worked are actual hours worked, not possible hours of work. The former makes allowance for stoppages for whatever reason; the "possible hours of work" represents the shift schedule. Thus, in June, July, and August 1940, the "possible hours of work" for group A7 averaged 69 a week, though the "actual hours worked" were 61.2, 59.2, and 51.2 for the three months. It should be remembered that the length of scheduled hours will affect the workers despite the fact that actual hours worked are fewer because of air-raids, machine breakdown, or other factors. It is also to be noted that a number of factors besides hours appear to affect both hourly and weekly output.

The following analyses give the number and sex of workers in each of 7 groups studies: In order to give a quick picture of this study, graphs are presented of the seven groups of workers involved. Tables from which the graphs were drawn are at the end of the memorandum, pages 25 to 29.

| | |
|---|---|
| Figure 1<br>(Table V) | 115 women, doing work that varied from highly automatic to handwork. Factors accounting for fluctuations in output are: |

(a) Long hours in the early part of the period, leading to fall in production.

(b) Enemy air activity, which caused stoppage and slowing-down when work was resumed.

(c) Short holidays in August and September, which raised the hourly rate of production, though the weekly output was not increased.

(d) The fact that output seldom rose above the April 1940 level due in part to the mechanized nature of most of the operations, and in part to the fact that a high level of efficiency had already been reached.

In conclusion, no absolute relationship can be established between hours and output, except over a long period of time.

Figures 2,3,4.
(Table VI)

Three sections of one Factory.

Group A-1 = 75 men; work light, much smoke and heat.
A-2 = 190 men, in a mill; heavy work.
A-3 = 190 men, highly mechanical work.
All on 8-hour shifts.

(a) Oct., Nov., Dec., had considerable enemy activity, reflected in fewer hours and lowered output.
(b) Holidays in September improved rate of output
(c) January-March 1941 saw little enemy activity, normal hours, and increased output.
(d) Decrease in hourly output of Group A-1 until October was laid to a wage dispute. After this was settled, hourly output rose.
(e) The mechanized character of the work of groups 1 and 3 put an upper limit to increase of output.
(f) In both groups 2 and 3, "the possibility of increasing hourly output seemed to depend entirely on the size of orders. Whenever these increased, the hourly and weekly output also tended to increase."

Note: These results indicate many factors influencing the relation of hours and output, most of which do not lend themselves easily to precise measurement.

Figure 5
(Table VII)

200 men. Output largely dependent on worker.

(a) Factors considered to contribute to lowering of output were: Fatigue, absenteeism, sickness and injuries during the early period of long scheduled hours (73 a week, reduced later to 69); mechanical breakdowns; changes in production processes.
(b) Increased output brought on by: Shortening of scheduled hours; appeal of national need; assurance that wages would not be cut as hourly output increased; introduction of new machines.

Comment: "On the whole, the hourly rate of working of this group from June to December tended to vary inversely with the number of hours worked, while the resulting weekly output, though variable, tended to remain at the same general level."

Figure 6
(Table VIII)

200 men. Output largely dependent on workers.

The great increase in hourly output after January 1941 is explained by: Shortening of hours worked, appeal for more production, and putting a heretofore temporary piece-work rate on a permanent basis. "Apparently they (the men) were not fully extended until the fear of wage cuts was removed in February 1941."

Figure 7 (Table IX) Combined results for workers on a 2-shift system in five factories.

The steady increase in hourly output is attributed to: Appeal for extra effort, shortening hours, and improvements of methods of work. The result was maintenance of weekly output despite decrease in number of hours worked.

Comment: "It will be apparent from the preceding pages that the results obtained were influenced by many factors, and it would be useless to attempt to draw hard and fast conclusions regarding the relation between hours of work and output. All that can be said is that the long hours in June and July, 1940, plus the extra effort made by the workers, were usually detrimental to sustained productive effort, while the latter results suggest that there is little to gain, and probably more to lose, when the weekly hours of work exceed 60 or 65 for men and 55 to 60 for women. Finally, the higher hourly output observed in most groups from June, 1940 to March, 1941, despite the longer hours of work, is evidence of the increased effort made by the workers in response to the national appeal for more production." (p. 23)

This, I believe, is a fair evaluation of the results of the study.

3. A study of the output of women sewing together the canvas parts of the tops of tennis shoes (Ref. 11) was undertaken to discover the influence of meals on production. The following table gives the hourly output, averaged over a period of two weeks, for 16 women who ate the customary three meals a day; it may be taken as an indication of the work done under standard conditions. The fourth period in the afternoon should not be considered as comparable to the others, as actually this period was used just to finish up the shoe-tops left in the workers' baskets at the end of the third period, and therefore varied in length.

Average Hourly Production Rate of Operators Eating 3 Meals a Day

| Operator No. | | Periods of the morning | | | | Periods of the afternoon | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| 10 | Rate per hour | 210 | 220 | 200 | 185 | 210 | 202 | 187 | 193 |
| 11 | do | 172 | 165 | 161 | 151 | 184 | 165 | 152 | 164 |
| 12 | " | 190 | 182 | 169 | 165 | 188 | 181 | 163 | 167 |
| 13 | " | 176 | 179 | 170 | 164 | 180 | 169 | 158 | 169 |
| 14 | " | 210 | 202 | 195 | 181 | 207 | 198 | 184 | 183 |
| 15 | " | 186 | 188 | 177 | 171 | 189 | 182 | 166 | 175 |
| 16 | " | 200 | 198 | 196 | 188 | 202 | 195 | 186 | 186 |
| 17 | " | 180 | 175 | 169 | 167 | 182 | 178 | 165 | 163 |
| 18 | " | 172 | 169 | 165 | 156 | 175 | 166 | 162 | 166 |
| 19 | " | 184 | 184 | 186 | 173 | 190 | 185 | 173 | 179 |
| 20 | " | 208 | 212 | 200 | 196 | 210 | 207 | 198 | 198 |
| 21 | " | 196 | 197 | 198 | 188 | 201 | 192 | 187 | 186 |
| 22 | " | 199 | 194 | 193 | 183 | 203 | 194 | 187 | 183 |
| 23 | " | 193 | 184 | 183 | 177 | 194 | 188 | 174 | 181 |
| 24 | " | 201 | 195 | 194 | 190 | 207 | 196 | 184 | 185 |
| 25 | " | 179 | 168 | 159 | 163 | 167 | 153 | 149 | 172 |
| General average rate per hour | | 192 | 189 | 182 | 168 | 194 | 185 | 167 | 178 |

It may be interesting to compare the following similar table for seven operators who ate five meals a day, and note that the falling-off in the last periods of both morning and afternoon was considerably less -- an indication, according to the authors, of the advantages of more frequent meal periods.

Average Hourly Production Rate of Operators Eating 5 Meals a Day.

| Operator No. | | Periods of the morning | | | | Periods of the afternoon | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | 1 | 2 | 3 | 4 | 1 | 2 | 3 | 4 |
| 26 | Rate per hour | 185 | 180 | 178 | 175 | 186 | 174 | 170 | 181 |
| 27 | do | 206 | 203 | 200 | 196 | 210 | 201 | 197 | 196 |
| 28 | " | 196 | 194 | 189 | 186 | 196 | 192 | 189 | 173 |
| 29 | " | 187 | 187 | 186 | 183 | 192 | 184 | 179 | 193 |
| 30 | " | 172 | 169 | 169 | 170 | 173 | 170 | 164 | 171 |
| 31 | " | 205 | 201 | 198 | 194 | 217 | 199 | 183 | 187 |
| 32 | " | 197 | 193 | 193 | 195 | 208 | 202 | 200 | 183 |
| General average rate per hour | | 193 | 190 | 187 | 186 | 195 | 190 | 183 | 197 |

B. Material from the last war. British Health of Munition Workers Committee findings.

1. Output of men engaged in heavy work, sizing fuse bodies. Work is not mainly controlled by machine processes. (Ref. 12, p. 12)

| | Average Weekly Hours | | Relative Hourly Output | Relative Total Output |
|---|---|---|---|---|
| | Hours fixed by Management | Actual Hours Worked | | |
| First period | 66.7 | 58.2 | 100 | 100 |
| Second period | 62.8 | 50.5 | 122 | 106 |
| Third period | 56.5 | 51.2 | 139 | 122 |

2. Work on semi-automatic machines; little opportunity to speed up operations because machinery regulated the operations. The following is quoted from H. M. Vernon, "Hours of Work in Wartime," (Ref. 13) and refers to the work of the same Committee:

> Take, for instance, a group of youths engaged on the operation of "boring top caps." About four times a minute they had to unclamp one top cap from a machine and clamp in another, these two clampings together occupying less than two seconds. For the rest of the time the youths stood idly at their machines, doing nothing. At first they were on a 12¼ hour day, and later on, on a 10-hour day with some Sunday labour. The relationship of their output to working hours was as follows:
>
> In the 76.8 hour week total output was 70.6 x 105 = 7413 (= 100).
> In the 60.1 hour week total output was 54.5 x 127 = 6922 (= 93).
>
> It may be wondered how the youths managed to improve their hourly output from 105 to 127 when they could not speed up the machine and could save practically no time in clamping and unclamping. They did it by wasting less time in starting and stopping work at the beginning and end of the work spells, and in taking less time off in voluntary rests during the course of the spells. These methods of saving time when shorter hours were being worked were observed in all the operations investigated. They could to some extent be tested by reading the watt-meters registering the supply of electric current to the various sections of the works. When the workers started their machines they used more current, and it was found that the current took 10 to 14 minutes before it reached a steady level indicating that all the machines were running. When the 63½-hour week was being worked the women employed in turning fuse bodies lost, on an average, 37 minutes a day in starting and stopping work, whilst eight months later, when on a 55½-hour week, they lost only 26 minutes.

### 3. Output of women (Ref. 13)

The most complete set of output data obtained related to a group of about 100 women who were employed in turning aluminum fuse bodies on capstan lathes. Their output was collected over a period of 93 consecutive weeks, during the first 24 of which they were on the 75-hour week, during the next 28 weeks on the 63½-hour week, and during the remaining 41 weeks on the 55½-hour week. The time-keeping of the women was not good, owing largely to the fatigue entailed by their labours, and the actual hours of work in these three periods fell considerably short of the nominal hours. They averaged the figures shown in the table, whilst the (relative) output of articles produced per working hour was 108 in the first period, 131 in the second period and 169 in the third period.

Hrs in plant    Hrs of actual work    Av. output per hr    Av. weekly output    Index of weekly output

In the 74.5 hour week total output was 66.0 x 108 = 7128 (= 100).
In the 63.5 hour week total output was 54.4 x 131 = 7126 (= 100).
In the 55.3 hour week total output was 47.5 x 169 = 8028 (= 113).

From these data it can be calculated that the total weekly output was 13 per cent greater when the 10-hour day was being worked without Sunday labour, than with the 12-hour day including Sunday labour. (page 455).

### C. Other early studies

1. Another study, published in 1924 (Ref. 14) compares the output on a 10-hour shift as compared with that on a 8-hour shift. Data are taken from the records of four factories making bottles by hand processes, who changed over from a 10-hour to an 8-hour shift.

The periods of time covered in each factory on each shift system varied from six months to a year. Separate figures listed for each factory represent different types of bottles produced ranging from light to heavy. For example, in Factory 1 there was a decrease in hourly output of the two lightest types of bottles, and an increase in all the rest, which was greater for the heavier bottles.

| Factory | Percent difference in hourly output<br>Increase | Decrease |
|---|---|---|
| 1 | - | 1.9 |
| | - | .5 |
| | 3.9 | |
| | 9.3 | |
| | 14.0 | |
| | 19.6 | |
| | 20.3 | |
| | 22.3 | |
| 2 | 11.7 | |
| | 6.8 | |
| | 5.0 | |
| | 6.2 | |
| | 2.9 | |
| | 6.6 | |
| | 6.9 | |
| | 11.6 | |
| 3 | 8.9 | |
| | 10.9 | |
| | 15.7 | |
| | 12.9 | |
| 4 | 12.6 | |
| | 13.6 | |

2. From the voluminous and detailed report on a comparison of an 8-hour plant and a 10-hour plant published by the Public Health Service in Bulletin 106, 1920 (Ref. 15) the following comparison of productivity is reproduced in the New York Department of Labor study of hours of work and fatigue. (Ref. 16). In this table, the index 100.0 represents maximum production; and the values for the various work spells indicate how far below this maximum the actual output was:

Hourly Output of the 2 plants - Index Numbers Showing Fall From Maximum

| Hours | First | Second | Third | Fourth | Fifth |
|---|---|---|---|---|---|
| Morning Spell ( 8-hour plant | 89.6 | 96.4 | 97.4 | 94.4 | |
| (10-hour plant | 82.7 | 93.8 | 95.6 | 97.2 | 90.4 |
| Afternoon Spell 8- " " | 95.7 | 94.4 | 94.2 | 89.8 | |
| (10- " " | 90.1 | 91.6 | 91.1 | 90.7 | 79.1 1/ |

> At the 8-hour plant the range of deviation in 6 out of 8 of the hourly output figures, or three-quarters of the hours in only 3.2 points and the remaining 2 hours drop only 4.6 points further. At the 10-hour plant, on the other hand, only two out of the 10 hours fall within the same range of deviation; the remaining eight hours are distributed downward over four times as great a range, or 14.7 points . . . . If we further compare corresponding hours of work at the two plants, we find that the notable difference lies in the far greater loss during the first and last hours of each spell at the 10-hour plant and the much lower level of the entire second spell. 2/

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1/ United States Public Health Service, Comparison of an Eight-Hour Plant and a Ten-Hour Plant, Public Health Bulletin No. 106, Washington, 1920, pp. 73, 75.

2/ Ibid., p. 75.

3. The following account of a British study, also given in the New York Department of Labor account, traces the variations of efficiency over the course of a week.

> Variations in efficiency in cotton weaving in relation to hour of the day and day of the week have been studied by Wyatt for the Industrial Fatigue Research Board. Since cotton weaving is predominantly a mechanical operation, the phase of the process in which the contribution of the human factor could be isolated was chosen for study - the time required to attend to loom stoppages. It was found that a longer time was required during the afternoon than in the morning and on each successive day except Monday and Tuesday mornings, so that on Friday afternoon, it was 7.5 per cent greater than it would have been under similar atmospheric shed conditions on Tuesday morning. This increase in the time required to attend to loom stoppages was considered by the investigator as indicative of the progressive decrease in the working capacity of the operative due to the cumulative effects of fatigue. The percentage decreases in working capacity during a typical week, taking the efficiency of 8.15 to 10.15 o'clock on Tuesday morning as a base are given as follows:
>
> | | A. M. | P. M. |
> |---|---|---|
> | Monday | 1.6 | 5.8 |
> | Tuesday | .9 | 6.4 |
> | Wednesday | 1.8 | 6.4 |
> | Thursday | 2.2 | 6.7 |
> | Friday | 2.6 | 7.5 |
>
> These figures illustrate the extent of the "Monday effect," i. e., the loss of practice-efficiency over the weekend and the consequent greater decrease in working capacity on Monday morning as compared to Tuesday morning. Hourly figures show a decrease in working capacity during the last two hours of the morning spell, an increase directly after the lunch hour followed by a rapid decrease until work ceased at 5:30 p. m. The point of maximum efficiency for the day tended to move from the end of the morning on Monday to the beginning on Friday - "the conditions which would exist if the operative became fatigued a little earlier on each successive morning of the week." That the decrease in efficiency which usually occurred towards the end of the morning was not due to a relaxation of effort caused by the approach of the meal-hour but to fatigue was indicated by the fact that the decrease tended to become more marked towards the end of the week. 1/

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1/ Great Britain, Medical Research Council, Industrial Fatigue Research Board, Variations in Efficiency in Cotton Weaving, Report No. 23, London, 1923 pp. 35-39.

## III. Opinions on the optimum length of the working week

A. Vernon (Ref. 13) in 1939 commented as follows:

> Evidence in support of the conclusions derived from munition work has been obtained in other industries, and it all tends to indicate that no hard and fast line can be drawn for fixing the optimum hours of work applicable to all types of work and all types of occupation. In the first place, men can undoubtedly work for longer hours than women if they are engaged on work requiring a similar degree of physical effort. In most factories, however, the work assigned to the men is usually considerably heavier than that of the women, the work being, as a rule, in some rough relation to the physical capacity of the two sexes. . . (p. 457)

In 1943, discussing the generally accepted British standard of 55 hours a week for women, he says: (Ref. 8)

> Having regard to the wartime difficulties of transport, the difficulties of shopping, and the fact that large numbers of the women now employed are married and have burdensome household duties, it is contended that this standard 55-hour week for women is excessive. It means a 10-hour day on five days a week with 5 hours on Saturdays, and the result is that the absenteeism rate is high, due partly to actual sickness, partly to a state of fatigue which, though short of actual sickness, is best relieved by an occasional day off, and partly to the necessity of finding time for shopping and housework. A strict conformity to the regulations of the Factories Act, according to which the normal working week is 48 hours, but with permission, in exceptional cases, for a 54-hour week in a maximum of twenty-five weeks a year, would undoubtedly lower the absenteeism rate substantially, and probably would cause no falling off in output.

B. A recent report of the Industrial Relations Section of Princeton University (Ref. 17) summarizes the opinions of American executives as to the optimum weekly hours of work:

Opinions of Executives in 128 Companies Covering Optimum Weekly Hours of Work for Male Production Workers

| Weekly Hours Considered to be Optimum | 40. | 44-45 | 48 | 48-50 | 52-55 | 56 | 58 | 60 | Total |
|---|---|---|---|---|---|---|---|---|---|
| Number of Companies | 12 | 6 | 69 | 13 | 13 | 5 | 2 | 8 | 128 |
| Percentage of Companies | 9.4 | 4.7 | 53.9 | 10.1 | 10.1 | 3.9 | 1.6 | 6.3 | 100 |

(Source: Optimum Hours of Work in War Production, Industrial Relations Section, Dept. of Economics and Social Institutions, Princeton University, 1942.)

These opinions were obtained through questionnaire and interview, and represent the response of individuals to the experience in their own plants.

## Summary and Evaluation

The results of the studies reported in this memorandum lead to one firm conviction: That there is no simple relation between the number of hours worked and the number of accidents suffered, or between the number of hours worked and the amount of production. A good many other factors qualify any conclusions we attempt to draw. In the studies here considered, the results have in most instances been presented with due regard to these factors. It should also be remembered, concerning the British studies, that they are generally based on a longer work-week than is the standard here -- 55 hours for women and 60 for men, instead of 48. Despite these limitations, some conclusions may be drawn which are indicated below:

A. Hours of work in relation to accidents, sickness, and absenteeism:

1. The number of accidents incurred does not increase directly with the hours worked during the day. Rather, there is a maximum number of accidents in the middle of the shift, for the day workers, and a maximum at the beginning of the shift, for the night workers. There are a number of factors, such as week-end loss of skill, practice efficiency, and external conditions which may counteract the effect of fatigue and be responsible for the rise in the accident curve early in the day. However, when the hours are unduly long (12-hour shift) the excessive fatigue does make itself apparent in the occurrence of accidents. The trend of accident occurrence during the day, however, cannot generally be taken as evidence for cumulative fatigue during the course of the day's work.

2. The number of hours worked are more clearly related to sickness and absenteeism than to accidents. This is especially true for women. There is in some studies, however, a lack of standardization of the available data, so that results from one factory cannot be compared with those from another. Examples given, however, do show that the amount of time lost through sickness or casual absenteeism is diminished when excessive hours are reduced.

3. Factors other than hours of work must also be considered before drawing any conclusions about absenteeism: some that have been indicated are: Transportation, inexperience of women workers, seven-day week, working conditions.

B. Hours of work in relation to production

1. Somewhat more apparent is the relation of length of working day to output. But here also other variables may enter, as shown in the detailed study of seven groups of workers (pages 12 to 14 above). Points brought out in that study which are relevant to all considerations of this problem are:

(a) Difference between hours scheduled and hours actually worked.
(b) Factors other than hours influencing production, such as:
    Appeal for more production in an emergency
    Holidays and rest periods
    Changes in methods of production, processes, machinery
    Changes in wage rates
    Extent to which operations are mechanically controlled or depend on activity of operator.

2. Despite these limitations, the data do give evidence that shorter shifts have produced higher hourly output and in some instances, higher total output over a period of time.

3. There is evidence that production falls off as the day progresses; to this extent production may be taken as a more obvious criterion of fatigue than accidents. However, it is not clear that no other variable is introduced during the period analyzed.

4. In view of the fact that the British studies have been based on a longer than 48-hour working week, they do not give any indication of the greater value of a 48- over a 54-hour week; and we still do not know what is the optimum length of the working week.

## CONCLUSIONS:

It would be of utmost value if the Women's Bureau study of hours of work could fill in some of the bad gaps in our knowledge of the effect of hours of work on accident and illness of women. In the light of the information now at hand, I would suggest that the following data are desirable and might be obtained in the course of the new hours study:

For a clearly defined group of workers, over a period of time which is carefully specified, we should have:

1. Number of hours worked, and shift
    a. daily
    b. weekly
2. Number of accidents reported in medical department
3. Number of absences
4. Amount of lost time
    a. from accidents
    b. from illness
    c. other

All of these items should be given by sex.

With this information, it would be possible to relate hours of work, accidents, and absenteeism. However, before any conclusions can be drawn or the data interpreted, certain limitations must be recognized:

1. Other variables, such as practice-efficiency, rest periods, introduction of music, changes in processes or machinery, food facilities, etc., should be thoroughly known and considered.

2. If a firm has indicated a change in shift length, and data are given for both the before- and after-change periods, then some conclusions might be drawn about the effect of hours on absenteeism and accidents.

3. It would be necessary to cover the same individual workers, working in the same circumstances and on the same jobs, before such comparison can be made.

Table V. - Monthly summary of the results in Group A-7

| Year and month | Average possible hours of work | Average hours worked | Hourly output | Weekly output | |
|---|---|---|---|---|---|
| | | | | Number | Percent |
| 1940 | | | | | |
| April | 56.0 | 53.4 | 100.0 | 5,340 | 100.0 |
| June | 69.5 | 61.2 | 99.5 | 6,089 | 114.0 |
| July | 68.5 | 59.2 | 96.3 | 5,701 | 106.8 |
| August | 68.5 | 51.2 | 91.3 | 4,675 | 87.5 |
| September | 51.5 | 44.1 | 98.2 | 4,331 | 81.1 |
| October | 55.5 | 49.2 | 95.8 | 4,713 | 88.3 |
| November | 65.0 | 52.4 | 91.5 | 4,795 | 89.8 |
| December | 59.0 | 47.5 | 92.8 | 4,408 | 82.5 |
| 1941 | | | | | |
| January | 62.5 | 53.6 | 98.4 | 5,274 | 98.8 |
| February | 63.2 | 54.3 | 99.0 | 5,376 | 100.7 |
| March | 63.2 | 55.0 | 100.4 | 5,522 | 103.4 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942. Emergency Report No. 2. London

Table VI. - Monthly Averages of hours worked, hourly output, and weekly output - groups A1,2,3.

| Year and month | Average number of hours worked | | | Hourly output | | | Weekly output | | |
|---|---|---|---|---|---|---|---|---|---|
| Group | A1 | A2 | A3 | A1 | A2 | A3 | A1 | A2 | A3 |
| 1940 | | | | | | | | | |
| April | 48.8 | 40.0 | 46.8 | 100.0 | 100.0 | 100.0 | 4,880 | 4,000 | 4,680 |
| June | 48.2 | 46.4 | 53.0 | 94.4 | 99.1 | 97.2 | 4,550 | 4,598 | 5,152 |
| July | 47.3 | 41.2 | 51.3 | 95.5 | 104.6 | 102.1 | 4,517 | 4,309 | 5,238 |
| August | 42.9 | 36.8 | 46.1 | 90.3 | 103.0 | 93.8 | 3,874 | 3,790 | 4,324 |
| September | 42.9 | 36.5 | 39.8 | 89.8 | 107.6 | 106.7 | 3,852 | 3,927 | 4,247 |
| October | 42.7 | 42.1 | 45.0 | 94.8 | 105.3 | 100.9 | 4,048 | 4,433 | 4,540 |
| November | 41.7 | 38.3 | 43.3 | 101.3 | 97.3 | 97.6 | 4,224 | 3,727 | 4,226 |
| December | 36.2 | 34.6 | 42.4 | 98.5 | 93.6 | 97.7 | 3,566 | 3,239 | 4,142 |
| 1941 | | | | | | | | | |
| January | 45.0 | 40.4 | 49.0 | 102.3 | 106.9 | 100.6 | 4,603 | 4,319 | 4,929 |
| February | 46.4 | 43.9 | 50.2 | 101.7 | 108.3 | 98.1 | 4,719 | 4,754 | 4,925 |
| March | 46.2 | 43.5 | 49.7 | 102.3 | 107.4 | 107.6 | 4,726 | 4,672 | 5,348 |
| April | 42.9 | 38.8 | 43.7 | 96.0 | 106.3 | 105.2 | 4,118 | 4,124 | 4,597 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942. Emergency Report No. 2 London

Weekly Output

| A1 | A2 | A3 |
|---|---|---|
| 100.0 | 100.0 | 100.0 |
| 93.2 | 115.0 | 110.1 |
| 92.6 | 107.7 | 111.9 |
| 79.4 | 94.8 | 92.4 |
| 78.9 | 98.2 | 90.7 |
| 83.0 | 110.8 | 97.0 |
| 86.6 | 93.2 | 90.3 |
| 73.1 | 81.0 | 88.5 |
| | | |
| 94.3 | 108.0 | 105.3 |
| 96.7 | 118.9 | 105.2 |
| 96.8 | 116.8 | 114.3 |
| 84.4 | 103.1 | 98.2 |

Table VII. - Monthly summary of the results, Group E

| Year and month | Average possible hours of work | Average hours worked | Average Hourly output | Average Weekly output | |
|---|---|---|---|---|---|
| | | | | Number | Percent |
| 1940 | | | | | |
| April | 62.0 | 52.8 | 100.0 | 5,280 | 100.0 |
| June | 73.5 | 63.6 | 104.1 | 6,621 | 125.4 |
| July | 69.1 | 60.6 | 109.2 | 6,618 | 125.3 |
| August | 69.0 | 57.4 | 109.7 | 6,297 | 119.3 |
| September | 69.0 | 60.0 | 110.8 | 6,648 | 125.9 |
| October | 69.0 | 58.8 | 112.4 | 6,609 | 125.2 |
| November | 67.0 | 57.8 | 115.5 | 6,676 | 126.4 |
| December | 63.6 | 55.5 | 113.7 | 6,310 | 119.5 |
| 1941 | | | | | |
| January | 67.0 | 55.1 | 108.2 | 5,962 | 112.9 |
| February | 67.0 | 51.5 | 105.2 | 5,413 | 102.5 |
| March | 67.0 | 59.8 | 111.2 | 6,650 | 125.9 |
| April | 62.0 | 55.8 | 117.6 | 6,562 | 124.3 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942. Emergency Report No. 2
London

Table VIII. - Monthly summary of the results in Group C.

| Year and month | Average possible hours of work | Average hours worked | Average Hourly output | Average Weekly output | |
|---|---|---|---|---|---|
| | | | | Number | Percent |
| 1940 | | | | | |
| April | 65.7 | 57.2 | 100.0 | 5,720 | 100.0 |
| June | 67.0 | 61.3 | 103.0 | 6,314 | 110.4 |
| July | 67.5 | 58.8 | 107.1 | 6,298 | 110.1 |
| August | 65.7 | 58.6 | 109.4 | 6,411 | 112.1 |
| September | 65.7 | 58.5 | 111.6 | 6,529 | 114.1 |
| October | 65.7 | 57.6 | 113.3 | 6,526 | 114.1 |
| November | 65.7 | 54.5 | 110.5 | 6,022 | 105.3 |
| December | 59.5 | 48.6 | 111.0 | 5,395 | 94.3 |
| 1941 | | | | | |
| January | 60.5 | 54.4 | 109.8 | 5,973 | 104.4 |
| February | 60.5 | 53.8 | 118.2 | 6,359 | 111.2 |
| March | 60.5 | 53.1 | 125.2 | 6,648 | 116.2 |
| April | 57.2 | 50.4 | 132.3 | 6,668 | 116.6 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942, Emergency Report No. 2, London

Table IX. - Combined results for workers on the two-shift system in five factories

| Year and month | Average hours worked per week | Hourly output | Weekly output | |
|---|---|---|---|---|
| | | | Number | Percent |
| 1940 | | | | |
| April | 51.6 | 100.0 | 5,160 | 100.0 |
| June | 61.0 | 102.0 | 6,222 | 120.6 |
| July | 58.1 | 104.0 | 6,042 | 117.1 |
| August | 53.9 | 104.4 | 5,627 | 109.1 |
| September | 53.0 | 106.9 | 5,666 | 109.8 |
| October | 54.2 | 108.6 | 5,886 | 114.1 |
| November | 53.9 | 109.5 | 5,902 | 114.4 |
| December | 49.7 | 108.5 | 5,392 | 104.5 |
| 1941 | | | | |
| January | 53.0 | 110.1 | 5,835 | 113.1 |
| February | 52.0 | 112.2 | 5,834 | 113.1 |
| March | 54.4 | 114.8 | 6,245 | 121.0 |
| April | 50.5 | 117.9 | 5,954 | 115.4 |

Source: Hours of Work, Lost Time and Labour Wastage, 1942, Emergency Report No. 2. London

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## Figures on the Occurrence of Accidents Among Women

The increase of accidents among women is reported by a number of States in various ways. Data as to specific causes are meager. Most of the material comes from reports of Workmen's Compensation Commissions, and frequently it is not even separated by sex.

Some examples of the available information are given below. The accompanying tables (pages to ) show some of the more detailed reports. In no case is there indication of the total number of workers, men or women, so that a comparison of the relative frequency cannot be made.

Examples of data on increase of accidents among women:

(1) In Wisconsin: The percentage of total injuries (both men and women) which were suffered by women:

In 1941: 7.0
In 1942: 10.4
In 1943:
Jan. 12.0
April 12.5
July 14.4

(2) In Illinois: Compensable injuries to women:

1940: 3,077
1941: 3,900
1942: 4,197

(3) In Pennsylvania: Comparison of temporary disability cases of women, 1939 and 1941:

For women 21 years old or less: Increase of 14.8 percent.
For women 22 years to 40 years old: Decrease of 1.4 percent.
Over 40 years old: Increase of 26.5 percent.

(4) In Great Britain, the Annual Report of the Chief Inspector of Factories for 1941 shows the following change in approximate accident rate per 1,000 employed:

Approximate accident rate per 1,000 employed

| | 1938 | 1941 | Increase per cent |
|---|---|---|---|
| Adult males | 40 | 50 | 25 |
| Adult females | 9.5 | 18 | 90 |
| Male young persons | 43.0 | 52 | 21 |
| Female young persons | 14.5 | 18 | 24 |

That the increase in accidents to women is due largely to the fact that women are going into the more hazardous trades is shown by the following table of reportable accidents to women in certain industries, taken from the report of 1942.

| | 1938 | 1941 | 1942 |
|---|---|---|---|
| Metal Extracting conversion foundry, etc. . . . | 489 | 2,462 | 6,824 |
| Engineering Work (other than machine making) . . | 897 | 4,215 | 7,415 |
| Machine Making . . . . . . . . . . . . . . . . . | 650 | 11,892 | 24,907 |
| Light Metal Trades . . . . . . . . . . . . . . . | 907 | 2,128 | 2,671 |
| Aircraft . . . . . . . . . . . . . . . . . . . . | 43 | 1,845 | 4,735 |
| Total | 2,986 | 22,542 | 46,552 |

1866

Branch or Independent
Cannery Schedule

WOMEN'S BUREAU
U. S. Department of Labor
Washington

Date

Agent

1. Firm ..........

2. Factory address Street .......... City ..........

3. Head of firm ..........

4. Person interviewed and title ..........

5. No. lines of production .......... Line capacity ..........

6. Pack year ending December 31, 1937 *

| a. Products | b. Total output | c. Period packed |  | d. Days packed | e. Children employed |  |
|---|---|---|---|---|---|---|
|  |  | From— | To— |  | Boys under 16 | Girls under 18 |
|  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |
|  |  |  |  |  |  |  |

7. Did this factory fill Government contract since Jan. 1, 1936? ..........

Product ..........

8. Source of seasonal labor: Approximate percent of total

(a) Persons not usually employed in industry (Housewives, students, teachers, etc.) ..........
(b) Agricultural workers living in country ..........
(c) Migratory workers ..........
What do these workers do when not canning? ..........
(d) Industrial labor supply ..........
What do these workers do when not canning? ..........
(e) Other sources—Name ..........

9. Are any occupations organized? ..........

10. Does independent canner operate another business so that canning is but an incidental interest? .......... If so, what business? ..........

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* If books are closed on fiscal basis, take year ending in 1938 and note month.

Long Hours

UNITED STATES DEPARTMENT OF LABOR
Frances Perkins, *Secretary*

BUREAU OF LABOR STATISTICS
Isador Lubin, *Commissioner* (on leave)
A. F. Hinrichs, *Acting Commissioner*

◆

# Studies of the Effects of Long Working Hours

## (Part 1)

By
MAX D. KOSSORIS
Bureau of Labor Statistics

*Bulletin No. 791*

## Letter of Transmittal

UNITED STATES DEPARTMENT OF LABOR,
BUREAU OF LABOR STATISTICS,
*Washington, D. C., August 15, 1944.*

The SECRETARY OF LABOR:

I have the honor to transmit herewith part 1 of the Bureau's studies of the effects of long working hours. This bulletin includes reports on the first six plants surveyed. Additional reports will be submitted as further surveys are completed. This report was prepared by Max D. Kossoris, of the Bureau's Division of Industrial Hazards. The collection of data in the plants was under the supervision of R. F. Kohler.

The summary of the 6 plant surveys and the section on the scope and method of the general survey, in addition to the report on case study 1, appeared in the June 1944 issue of the Monthly Labor Review.

A. F. HINRICHS, *Acting Commissioner.*

HON. FRANCES PERKINS,
*Secretary of Labor.*

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*Bulletin No. 791 of the*
*United States Bureau of Labor Statistics*

# Studies of the Effects of Long Working Hours

## (Part 1)

### *Summary of 6 Plant Surveys*

The pressure for maximum output in wartime generally leads to some lengthening of the workweek. By drawing on the reserve strength of the workers, factories may obtain greatly increased output for brief periods of time. Over extended periods, however, very long working schedules do not necessarily yield the greatest output. Absenteeism increases, injuries occur more frequently, and hourly efficiency declines until the total output from long hours of work may be actually less than could be obtained under a shorter working schedule.

No universal rule can be established for determining the most desirable schedule of hours under all circumstances. Careful studies of actual experience may suggest, however, the approximate schedule that will be most satisfactory under given circumstances. The Bureau of Labor Statistics has begun such studies by surveying six metalworking plants which have operated in wartime under two or more different schedules of hours.

One of the most immediate effects of lengthening the working schedule appears to be an increase in absenteeism. In one case (No. 4) there was little difference in the absenteeism rates under a 5- and a 6-day week, as long as the daily hours were limited to 8. Absenteeism nearly doubled, however, when daily hours were raised to 9½, even though the 5-day week was restored (reducing weekly hours from 48 to 47½). A later increase in hours from 47½ to 55½, by adding a sixth day of 9½ hours, was associated with a still higher rate of absenteeism, particularly on Saturday. This finding was corroborated by the experience of another plant (No. 5) where hours were raised from 48 to 58. On the other hand, absenteeism losses decreased when hours were decreased (No. 1). It is perhaps indicative of the general national trend to higher levels of absenteeism losses during wartime that even at the lower hourly levels the absenteeism rates increased considerably after an initial period with low absence rates (No. 1).

Information on the relation of accidents to hours of work is rather fragmentary so far, but in one case (No. 5) the time lost on account of injuries was twice as great under a 58-hour week as it had been under a schedule of 48 hours.

As regards production, a distinction must be made between output per man-hour (i. e., efficiency) and total output. The efficiency rate is a measure of hourly output of employees actually at work. Total output, on the other hand, is affected both by the efficiency rate and by the extent to which scheduled production time is lost because of absenteeism.

In general, and over an extended period of time, workers produced less per hour of work when the schedule was raised above 40 hours per week. Hourly efficiency dropped when the schedule was extended from 40 to 50 hours (No. 3), from 50 to 58 hours (No. 3), from 47½ to 55½ (No. 4), and from 52 to 58 hours (No. 2). However, there were exceptions to this rule. In two cases (Nos. 5 and 6) average efficiency was about the same when 58 or 60 hours were worked as when the schedule was 45 hours. Obviously it is impossible to arrive at specific conclusions without bearing in mind the severity of the work performed and the demands made upon the physical and nervous energy of the workers. Of probably equal significance are the conditions under which the work is performed.

Balanced against the usual decline in output per hour under a long workweek is the greater number of hours during which effort is applied. Total output per man-week was generally greater when the workweek was extended to 48 (No. 4), 50 (No. 3), 55½ (No. 4), 58 (Nos. 2, 3, and 5), and even to 60 hours, than when much shorter schedules were in operation. Here again, there were important exceptions. A 47½-hour schedule, on a 5-day week, yielded a larger output than 48 hours on a 6-day basis (No. 4). In another plant (No. 3) total output was fully as great under a 52-hour schedule as it had been under a 58-hour week.

A finding which goes far in explaining why the longer workweek generally results in a lower rate of hourly output is that the lengthening of daily hours beyond 8 usually results in the elimination of the midweek production peak. Under the 5-day week, with daily hours at 8, efficiency was found to be highest on Wednesday and Thursday. When daily hours were increased to 10—but preserving the 2-day week end—this peak disappeared, and one day's production was about as good as that of any other. When a sixth day was added, the entire level dropped.

## *Scope and Method of the General Survey*

The necessities of a global war have subjected the industrial economy of the United States to tremendous strains. Production levels have been set at heights never dreamed of before. At the same time millions of men in the prime of life have been shifted from their accustomed tasks in factories, mines, and on farms to service in the armed forces. The combination of these two events has created the serious problems of utilizing the available manpower to the best advantage, and of ascertaining the daily and weekly working hours that will yield maximum output without impairing the health of the workers.

Faced with a labor supply limited as to both number and skills, many industrial plants have been forced to deviate sharply from the patterns of daily and weekly working hours which they had followed in peacetime. The 10-hour day is common in many industries, as is the 55- to 60-hour week. Frequently the 3 shifts of 8 hours each have given way to 2 shifts of 10 and sometimes 11 hours—at times because of lack of adequate supervisors, but more frequently because of the lack of workers.

It is desirable, therefore, to know the following: What happens when hours are extended; whether output increases in proportion to the additional hours; at what levels of daily and weekly hours efficiency is highest; what happens to output when working hours exceed this optimum; at what levels output is still sufficiently high to warrant the working of additional hours; beyond what points additional hours become uneconomic; what happens as regards absenteeism, injuries, spoilage, and other related factors; whether it is better to lengthen daily hours than to work additional days; what happens if both are done; and whether the performance patterns vary for different types of operations and for different types of workers.

In an attempt to throw light upon these problems the Bureau of Labor Statistics, in the fall of 1942, began a study of the effects of extended working hours. Sixty plants in important war industries were selected from the records of the Bureau of Labor Statistics because their reports indicated a high average of weekly hours during the preceding 6 months. Fifteen of these establishments indicated that they would not be available for study either because their processes could not be reduced to statistical measurements or because the time was not opportune. The other 45 plants offered their full cooperation.

Forty companies were visited. Conferences were held with company and plant executives and the various aspects of the problem were explored, particularly those experiences of the company or plant which could be studied as factual history. In only 15 plants, however, was it possible to find the conditions necessary for adequate statistical measurements of the changes in efficiency, absenteeism, output, and related problems. In nearly every one of these instances the management cordially agreed to open its records and plants to Bureau representatives.

Since then, the number of plants available for study has been augmented considerably. Executives of plants already studied by the Bureau have suggested other suitable establishments for study. Some employer associations have become keenly interested, recognizing in the Bureau's study an opportunity for their memberships to obtain unbiased, pertinent information.[1]

## PROBLEMS INVOLVED

The reason so few plants were available for detailed survey lay in the strict qualifications for this type of study. Weekly working schedules must have been altered substantially and the contrasting schedules must have been in effect for a long enough period to permit a valid comparison of worker performance for at least two distinct hourly levels. Each level must have been maintained long enough to permit a measurement of results after the transitional period. The processes within the plant or department must have remained essentially the same, to obviate comparison between two entirely different types of work. A sufficiently large group of identical workers must have worked during the entire period studied to insure that the comparison would not be vitiated by changes in the composition of the working force and by erratic differences in the performance of a small number of individuals. Adequate records must be available to trace scheduled and actual working hours, output, and absenteeism of the selected group of workers; this requirement usually presented the greatest difficulty, for relatively few plants keep such detailed records. Plants with incentive-wage systems were more apt to have detailed performance records because these were needed for pay-roll computations, but even in such plants considerable numbers of problems of statistical measurement were encountered. In the presentation of the completed studies, these difficulties have been reduced to a minimum by the use of index numbers and percent-of-change comparisons, thus permitting the findings to emerge clearly, shorn of most of the statistical technicalities.

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[1] A preliminary report of findings is furnished to each plant studied, partly to check on the accuracy of all descriptive statements and partly to make available to the plant the findings of the survey before publication.

### METHODS USED

It is pertinent here to point out that objectives of these first studies were definitely limited. The main questions to be answered were those of the effects of extended hours on efficiency, absenteeism, spoilage, and the effects of all these and related factors on the ultimate criterion of the extension of hours—output. Where long hours resulted in increased illness, in a high rate of absenteeism for other reasons, or in a reduction of efficiency because of fatigue, these factors influenced the volume of output and were measured carefully. No attempt was made to evaluate the needs of the community for changes in store hours, for more adequate transportation service, for more adequate housing; nor was account taken of such personal problems as home duties and the many other factors which congested wartime conditions entail.

On the other hand, careful attention was given to working conditions which did or could affect the results of the analysis. Each plant study presents not only the findings of the study but also a comprehensive review of the types of operations involved and the conditions under which they were performed. While some operations were entirely man-paced, others were paced by machines; some work was light, repetitive, and rhythmic; other types were heavy, with still others somewhere in between. Some processes allowed the workers considerable resting time; others allowed none. Whereas some operations were performed in pleasant surroundings, others were accompanied by heat, dust, and fumes.

Equally important are the qualities of labor-management relationships, the facilities for the amicable settling of grievances, the general quality of workers, and the presence of managerial controls of various kinds. Although these factors cannot be reduced to quantitative measurements, they are described in each case study.

No single case study can be regarded as conclusive because the findings are affected not only by the schedule of hours, but also by working conditions and labor-management relations. These vary from plant to plant. Sound generalizations can be made only after an adequate number of plants have been surveyed to enable conclusions to be corroborated by the experiences of several plants.

## *Case Study No. 1—Nonferrous-Metal Foundry*

### SUMMARY

The case presented in detail is unusually interesting in spite of the fact that the effect of the change in work schedule was complicated by a change in method of payment. In this particular plant two-thirds of the day shift, engaged in hot, heavy foundry work, were put on piece rates when Saturday work was eliminated and hours were thus reduced from 63 to 52. The hourly efficiency of this group rose 30 percent and the total output under 52 hours on piece rates was greater than it had been under 63 hours on time rates. On the other hand, the men who were retained on straight hourly rates showed no increase in efficiency under the shorter hours and their total output therefore declined by nearly the same proportion as did weekly hours.

Night-shift workers in a different department of the same plant showed an 11-percent gain in efficiency and a 3-percent gain in total output when 52 hours and piece rates were substituted for 63 hours under time rates.

Some of the day-shift workers in this plant continued on a schedule of 58 hours throughout the period studied but were changed from time to piece rates. The efficiency and output of this group rose by 3 percent. With the introduction of piece rates there occurred, in the output of those who no longer worked on Saturday, an increase 10 percent greater than that shown in the output of those who continued on a 58-hour, 6-day schedule.

### NATURE OF WORK

The plant studied is a nonferrous-metal foundry in one of the North Central States. Producing castings for washing machines, refrigerators, and motor parts during peacetime, it has been devoted entirely during the last few years to the production of castings for airplane motors, superchargers, and similar materials.

The operations studied can be characterized as medium-heavy, hot, smoky, and entirely man-paced. They consist of the usual foundry operations of preparing molds, pouring metal, and "shaking out."

Two departments were studied—the floor-mold department and the squeezer department. The departments differ in two important respects: (1) The floor-mold department produces somewhat heavier castings; (2) the molds used in the floor-mold department are made by hand and are dried and hardened through a baking process before reaching this department, whereas the smaller molds in the squeeezer department are hardened through compression ("squeezed") and are not baked.

Work is usually done in crews. In the floor-mold department, crews may consist of as many as 12 men, but usually average about 6. In the squeezer department, a crew of 2 men usually performs all of the necessary operations.

The crew in the floor-mold department is led and the pace set by a finisher or molder who assembles the cores or supervises the assembly of the larger molds, inspects and repairs completed molds, and generally is responsible for the operation of his crew. The ram-up man packs the sand into the mold. The metal is then poured. The "shake-out" and "knock-out" men move the cooled castings (still in the molds) by crane to the shake-out section where the air vibrator loosens the sand sufficiently to allow the casting to be freed. The knock-out man's particular task is to guard the casting against damage during this process.

After the casting has cooled, it is sent to the finishing department for the elimination of excess metal, sandblasting, polishing, and other tooling operations necessary to complete the casting.

## WORKING CONDITIONS

The plant consists of a large, single-story building, in a noisy, smoky, factory section of the city. A very high roof—the center beam is 85 feet high—lessens the obnoxious effects of fumes, heat, and noise. Huge steel girders not only support the steel frame of the building, but also serve as tracks for overhead cranes and hoists.

Moving cranes and trucks, the hammering incident to the preparation and knocking out of forms, the shaking-out process, the roar of the smelting ovens, and various other activities all combine to create a great deal of noise. Frequently the din is so great that the warning signals of cranes and trucks cannot be heard by the workers.

The smelting ovens emit a considerable volume of fumes. Trucks, driven inside the plant for loading and unloading of materials, discharge their exhaust fumes into the air breathed by the men. The chemically treated sand, when baked into molds, gives off a searing smoke which makes the eyes smart and parches the throat. In spite of the high ceiling, and primarily because of insufficient air vents, the shop contains a considerable volume of fumes. The use of sand, particularly in the shake-out operations, creates considerable dust.

The temperature is always high in the vicinity of some operations, particularly so during the summer months. The ovens for smelting, baking, and drying radiate a great deal of heat, as does also the molten metal during the pouring process, and the poured castings while cooling.

The lighting is exceptionally good. Facilities for the personal necessities of the men are old, but seemingly adequate. On the other hand, there are no showers. There is no lunchroom. A small stand serves coffee, milk, soft drinks and sandwiches. During the half-hour lunch period the men eat wherever they find a convenient place to sit.

Operations are not entirely continuous. On an average, a total of about 45 minutes per day is spent by most of the men in waiting for the metal to be poured. Although there is no regularity in these periods of waiting, they do provide rest pauses throughout the day.

On the whole, working conditions are noisy, smoky, and quite hazardous. It should be added, however, that a new management made plans late in 1943 for considerable improvements in working conditions.

## LABOR FORCE

All of the workers in the two departments studied were males, and about 60 percent of them Negroes. Because of the company's past policy of recruiting workers, these men do not represent "the cream of the crop." Nevertheless, many of them have developed into highly skilled operators through years of service with the company.

An unsatisfactory relationship between management and workers during the period studied was in part due to the company's policy of paying wage rates somewhat lower than those prevailing in the area. Contemplated raises were prevented by the wage freeze in 1942. The situation seems to be on the mend, however, since a new management took over in the middle of 1943. The new approach is characterized by the introduction of a production committee in which all supervisory personnel participates, a labor-management committee, and a safety committee.

The plant is a union shop, affiliated with the A. F. of L. Being in the majority, Negroes fill many of the union positions. They also fill a heavy percentage of the skilled occupations in the plant.

There appears to be an undercurrent of racial antagonism which manifests itself as jealousy over wage differentials and seniority.

### WAGE RATES AND INCENTIVES

The hourly basic scales in effect in October 1942 in the two departments were as follows:

| | |
|---|---|
| Molders: | |
| Floor-mold department | $1.28 |
| Squeezer department | 1.13 |
| Shake-out men, knock-out men, helpers: | |
| Floor-mold department | .73 |
| Squeezer department | .71 |

The top rate was $1.28½ per hour at the time of the Bureau's study. The night shift received a bonus of 2½ cents per hour.

Prior to November 1942, all work was done at hourly rates. In that month, however, piece work was introduced on the basis of time studies. Under this incentive system, finishers, molders and coremakers—if they really exerted themselves—earned up to $140 for a week of 60 to 65 hours. Not all operations, however, were on piece work.

Promotion in the plant is based upon seniority, skill, and steadiness of attendance.

### WORKING HOURS AND SHIFTS

During the entire period studied, hours of plant operation were 10 per day, with 8 to 10 hours on Saturday. Actually, they averaged about 10½ hours per day because the crews continued working until they had finished all the molds they had started. With the half-hour lunch period, this meant that on the average a worker spent 11 hours in the plant.

During the first 10 months covered by the survey, scheduled weekly hours were between 58 and 60. In November 1942, Saturday work was discontinued for both shifts in the floor-mold department and for the night shift in the squeezer department, with a consequent reduction in scheduled hours to 50 per week. The squeezer-department day shift, however, continued at a scheduled week of about 58 hours.

The two shifts do not rotate. The day shift starts at 6 a. m. and is scheduled to stop at 4:30 p. m. The night shift starts at 5:30 p. m. and works until 4 a. m. The interval between the 2 shifts permits each shift to complete its work, to clean up and make preparation for the next shift before that shift arrives.

### INDUSTRIAL INJURIES

Records for 1942—the greater part of the period covered by the survey—were inadequate and did not permit a comparison of injury-frequency rates under the two sets of weekly scheduled hours.

A measure of the injury problem in this plant may be had, however, from some recent monthly data. During October 1943, the plant—with a total of about 1,500 employees—had 22 disabling injuries and 1,630 first-aid cases.

An indication of the predominant types of accidents was obtained from the records of the first-aid room for 1942. About 28 percent of the injuries resulted from workers' being struck by falling, moving, or flying objects. Another 20 percent consisted of burns. These two categories alone accounted for nearly half of all disabling injuries. Most of these injuries could have been prevented by the use of adequate personal protective devices and some simple improvements in working methods and working conditions.

Safety conditions in the plant are bad. Although safety shoes are required by many foundries, few of the men in this shop wear them. (The company sells them at $4.50 a pair.) The same is true of goggles. which are mandatory only for welding and grinding operations in the trimming department. The men pouring metal wear protective clothing and use face shields.

As already noted, because of the noise in the plant, warning signals of cranes, industrial trucks, or ladle carriers frequently cannot be heard. Congestion and poorly piled materials add to the danger, accounting for two fatalities during the 17-month period studied.

Even these conditions reflect some improvements over those which prevailed during the period surveyed. A full-time safety engineer is on duty now. Assisting him is a safety committee which was created in the fall of 1943. Under existing conditions, however, progress is very slow. The most serious problem is that of convincing the workers of the necessity of using protective devices. An additional innovation on the part of the safety engineer is to give each new man a 10-minute lecture on the hazards of his job, and how to guard against them, before the man is allowed to report for work.

The plant has a well-equipped first-aid room, with a full-time nurse in attendance during each shift. A physician is on call for cases that the nurse cannot handle adequately.

### GROUPS OF WORKERS STUDIED

The records of about 200 men were studied. These men were classed into 3 groups, which differed in wage incentives and weekly hours. Group 1 included about 45 men on the floor-mold-department day shift. Although weekly hours were reduced by the dropping of Saturday work, the men did not go on piece work, but continued at day rates. Group 2 included two subordinate groups consisting of (a) about 80–90 selected men in 13 crews on the day shift of the floor-mold department, who worked at time rates until November 1942, when they went on piece work simultaneously with shortening the work-week, and (b) a group of about 15 men on the night shift of the squeezer department, whose changes in weekly hours and method of wage payment were the same as those for the selected men on the floor-mold day shift. Group 3 included about 35 selected men on the day shift in the squeezer department who went on piece work in November 1942, but whose scheduled weekly hours remained essentially unchanged—about 58 per week.

Group 1 therefore illustrates the performance of a group of men who remained on day work throughout, without any wage incentive, but experienced a reduction in weekly hours. Group 2 illustrates the performance of men who experienced both a change in method of wage payment and a change in weekly hours. Group 3 illustrates the performance of men who had a change of wage payment but no change in scheduled weekly hours.

## FINDINGS OF STUDY

### *Output as Related to Hours and Incentive Wage*

1. Without the stimulus of an incentive wage, a reduction in average weekly hours from about 60 to about 53 resulted in no appreciable change in hourly efficiency and, consequently, brought about a proportionate reduction in total output.

As already indicated, this finding results from an analysis of the performance of a group of about 45 men in the floor-mold department. For a number of reasons, principally because records were not so adequate as for the men on piece work, it was not possible to develop for this group the same production yardstick as for the selected group. A fairly reliable though rougher method of comparison was obtained by computing an average number of man-hours per casting, even though the types of castings varied throughout the entire period studied. The assumption that the differences in castings would average out during the two levels of hours used for comparison was justified by the fact that the plant remained at essentially the same type of production throughout the period.

*Comparative Performances on Foundry Work at Various Weekly Hours*

| Period | Average weekly hours | Scheduled days per week | Indexes of— | | | | Incentives |
|---|---|---|---|---|---|---|---|
| | | | Efficiency rate | Average weekly hours | Efficiency (output per man-hour) | Total output | |
| *Floor-mold department* | | | | | | | |
| Nonselected men: | | | | | | | |
| 2/42–10/42 (exclusive of July–September) | 59.7 | 6 | 100.2 | 100.0 | 100.0 | 100.0 | None. |
| 11/42–1/43 (transition period) | 53.7 | 5+ | 94.3 | 90.0 | 94.1 | 83.5 | Do. |
| 2/43–5/43 | 53.3 | 5+ | 100.9 | 89.2 | 100.7 | 90.1 | Do. |
| Selected men: | | | | | | | |
| 1/42–10/42 (exclusive of July–September) | 59.7 | 6 | 89.8 | 100.0 | 100.0 | 100.0 | Do. |
| 11/42–1/43 (transition period) | 57.1 | 5+ | 100.1 | 95.6 | 111.5 | 110.4 | Piece work. |
| 2/43–5/43 | 52.4 | 5 | 117.0 | 87.8 | 130.3 | 112.7 | Do. |
| *Squeezer department* | | | | | | | |
| Selected men, day: | | | | | | | |
| 1/42–11/42 (exclusive of July–September) | 58.4 | 6 | 96.3 | 100.0 | 100.0 | 100.0 | None. |
| 12/42–5/43 | 55.3 | 6− | 101.9 | 94.7 | 105.8 | 102.7 | Piece work. |
| Selected men, night: | | | | | | | |
| 1/42–11/42 (exclusive of July and August) | 58.2 | 6 | 97.0 | 100.0 | 100.0 | 100.0 | None. |
| 12/42–1/43 (transition period) | 55.9 | 5+ | 100.3 | 96.2 | 103.3 | 110.5 | Piece work. |
| 2/43–5/43 | 50.4 | 5 | 108.0 | 86.8 | 111.2 | 103.3 | Do. |

The preceding table shows the comparative performance of this group both before and after the discontinuance of Saturday work. As is true of each of the groups discussed in this report, all averages are based on data for the first and third weeks in each month. To rule out the distorting influence of enervating summer heat, the months of July, August, and September were omitted. Further, figures were computed separately for a transition period for each group having a change in weekly hours, in order to allow a better evaluation of the net effects of the changes.

As is apparent from the table, a reduction in weekly hours of nearly 11 percent resulted in a reduction in output of 10 percent. The difference of nearly 1 percent is attributable to the fact that efficiency increased slightly, by about 0.7 percent. This increase may have been the result of the elimination of Saturday work, or the contagious effect of the faster pace set by the men on piece work, or both. In any case, it was practically negligible in its effect on total output.

The fact that average weekly hours fell only to about 53 (instead of about 50), after the dropping of Saturday work, was due to the fact that the men remained at the end of each day to complete the molds already started.

2. A sizable reduction in weekly hours because of the elimination of Saturday work, coupled with the introduction of the incentive wage, resulted (a) in a sharp increase in hourly efficiency and (b) in a total-output level higher than that experienced at the longer weekly hours.

Both the day shift in the floor-mold department and the night shift in the squeezer department illustrate this point.

The floor-mold group consisted of 80–90 men. Because these men were on piece work, it was possible to compute an adequate measure of efficiency for them, both for the period during which they worked at piece rates as well as for the preceding period at day work. In judging the performance of this group, it is pertinent to bear in mind that these men represented the more experienced group on the day shift, and that they were put on piece rates for precisely that reason.

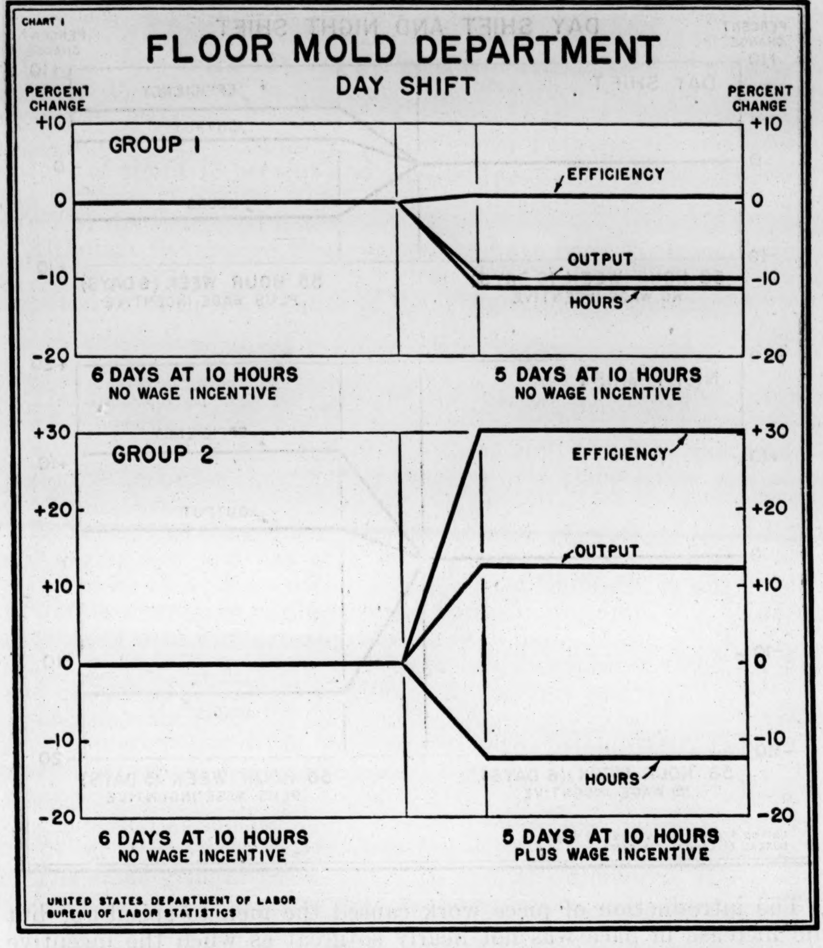
If the performance level during the 60-hour week is taken as a base, the reduction of weekly hours of about 12 percent finally resulted in an increase of efficiency of 30 percent and in total output of nearly 13 percent. In other words, even though the men did not work on Saturday, they produced 13 percent more during the shorter week.

The performance of the 15 men on the night shift in the squeezer shop was less spectacular, but still in the same direction. By dropping Saturday work, average weekly hours were reduced from 58 to about 50, or about 13 percent. Efficiency went up 11 percent, however, with the result that total output increased by more than 3 percent. As in the case of the floor-mold day-shift men at piece work, the total output of the squeezer-shop night-shift men was higher during the shorter workweek than it had been during the longer workweek.

The difference in the relative performances of the day-shift and night-shift men discussed here may be explained by the fact that the men on the day shift had longer seniority and consequently represented the "older hands" or better-skill group. The day shift also had the advantage of more supervision and more "long-run jobs." The night shift cleaned up orders started by the day shift and consequently could not maintain so steady a production stride.

It is also likely that the night men were not able to put forth as much sustained effort because of their habit of sleeping upon their return from work and of being up and around for several hours before going to work. The day-shift men, on the other hand, had their leisure hours after the day's work was over.

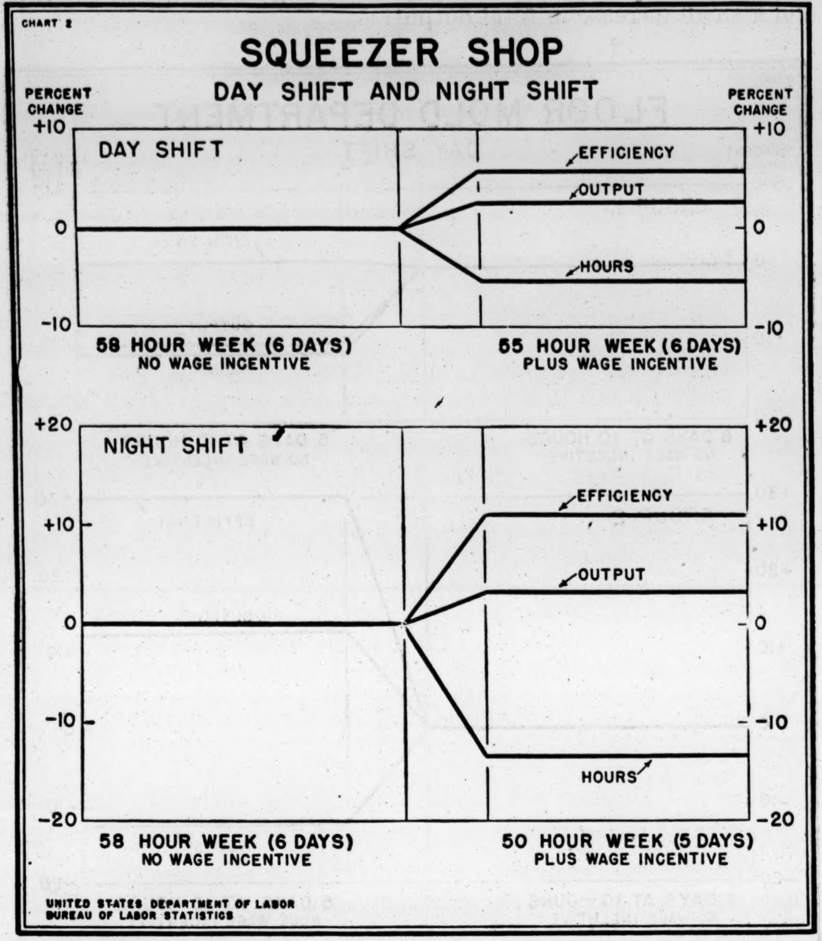
3. The introduction of incentive wages, but with the longer workweek essentially maintained, resulted in a slight increase in efficiency and a small increase in total output.



As chart 2 indicates, average weekly hours for the approximately 35 men studied on the squeezer department's day shift actually were reduced from about 58 to about 55. The reasons for the apparent 5-percent reduction were that some of the men did not work on Saturday, and that occasionally the entire group worked only 6 or 6¼ hours on Saturday instead of the customary 8. As the crews which did not work the sixth day kept changing—apparently because of some system of rotation—the group had to be studied as a whole.

For all practical purposes, however, scheduled hours may be considered as having remained essentially unchanged. The changes in efficiency and output, although influenced to some extent by periodic stoppages on Saturday for a small part of the group, were due primarily to the introduction of the incentive wage. Efficiency went up by nearly 6 percent, and total output by nearly 3 percent.

CHART 2



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The introduction of piece work caused the men to speed up, but the increase in pace was not nearly so great as when the incentive system was coupled with a shorter workweek.

4. With the introduction of an incentive system, the reduction in weekly hours caused by the dropping of Saturday work is estimated to have resulted in an increase in efficiency of 24 percent and in output of 10 percent above the levels which prevailed at the longer hours.

This conclusion follows from the comparison of the day shifts of the floor-mold and squeezer-shop departments. Both groups went on piece work at the same time. Both were composed of experienced men who had been with the company for some years. The principal difference between them was that the men in the floor-mold department stopped working on Saturday, while the men in the squeezer shop continued. Although the methods of preparing the molds differed, working conditions for the two groups were identical. Had Saturday work been stopped for the squeezer-department men, there was no reason why their efficiency could not have spurted like that of the floor-mold men.

The net effect of the reduction in hours is found by obtaining the differences between the performances of the two groups. The introduction of piece work resulted in an increase in efficiency of the squeezer-department men of about 6 percent. Assuming that this is a fair measure of the effect of the incentive wage in itself, the difference between this rate of increase and the 30-percent rate for the floor-mold men leaves an increase of 24 percent as the net result of the reduction in hours. Similarly, the difference between the increases in output of about 13 percent and 3 percent (i. e., 10 percent) measures the increase in output which may be attributed primarily to the effect of the shortened hours.

Although the shorter hours appear to have been the more decisive of the two factors involved, it is clear that there would have been no increase at all in the absence of the incentive-wage system.

### *Absenteeism as Related to Hours and Earnings*

The records of the foundry did not permit a detailed, or even a comprehensive, analysis of the absenteeism problem. It was possible, however, to gauge for each of the three shifts studied the relative performance under the different patterns of working hours and wage determinations.

By assuming that the maximum number of workers on the pay roll during any one day of a week represented the total crew supposed to be at work on each working day of the week, it was possible to obtain a measure of absenteeism by deducting from this figure the number of men who actually worked each day. Although this is not a highly accurate measure of absenteeism, it appeared to be the best and did reveal significant results for the periods analyzed.

The day shift in the floor-mold department experienced a sharp drop in absenteeism when hours were reduced by eliminating Saturday work. Absences decreased by more than a third from an index of 100 during the period of long hours to about 61. During the remainder of the period at shorter hours, but with more than half of the department on piece work, absenteeism increased to an index of about 79.

The same general trend, but with greater differences, appeared in the averages for the night shift in the squeezer department. There, as was the case for a part of the day shift in the floor-mold department, hours were reduced and the entire crew went on piece work. The first result of the change was a drop in absenteeism to half of what it had been at the level of longer hours. Thereafter, however, the index rose to 110, or 10 percent above the level for the longer workweek.

The day shift of the squeezer shop, it will be recalled, stayed at essentially the same hours, but went on piece work. After the introduction of piece work, absenteeism was higher by 25 percent.

The data suggest some interesting conclusions. The first result of the shortened workweek was a decided drop in absenteeism. The subsequent rise in absenteeism appears to be connected with increased earnings. This conclusion gains credence from the fact that the absenteeism level during the last period studied was highest for the day shift of the squeezer shop (which underwent no change in hours) and was higher for the squeezer-shop night shift (with all men on piece work) than for the entire day shift of the floor-mold department, with only about two-thirds of the crew on piece work. (Unfortunately it was not possible to obtain a separate measure of absenteeism for the two groups on the day shift of this last department.) The data indicate that—

(1) Absenteeism increased very appreciably with the introduction of piece work and the retention of a long workweek.

(2) The effect of increased earnings was to increase absenteeism even after hours had been shortened.

The fact that increased earnings were a material inducement toward absenteeism was freely admitted by the workers. In one instance, for example, a worker commented that he had had several "very good weeks," and he thought he and his "old lady" would take a "little trip for most of next week."

Absenteeism was very high on Saturday during the 6-day week, and it was also high on Monday.

The main reason for the high absenteeism on Saturday appears to have been the fact that pay day was on Friday. Attempts by management to shift pay day to Saturday were resisted by the union, which insisted that the men be given an opportunity to cash their checks, which was difficult to do after working hours. To meet this objection, management invited into the plant a check-cashing service on Friday. This service cost 10 cents per check, but made it possible for the workers to cash their checks without leaving the plant. The experiment met with so little response from the workers that it was given up after a few weeks.

The company is trying to meet the problem of absenteeism through a labor-management committee. Apparently the efforts of this committee have met with greater response from the men with the longer periods of service. Although there are no adequate records to bear out the contention, the management is of the opinion that the new men cause a good deal of the absenteeism because they find the work too hard or disagreeable and take time off to look for other work.

The company is still groping for an effective method of reducing absenteeism. The most recent attempt is to require men to pass through a reinstatement procedure after lengthy or repeated instances of unauthorized absences, with the possibility of discharge or the loss of the seniority which is a requisite for promotion. The present management believes that cooperation with the union through the labor-management committee and the resulting responsibility placed on it will lead to self-imposed discipline on the part of the union. The company recently obtained considerable Federal funds for modernizing the plant and improving working conditions.

## *Case Study No. 2—Upset-Forge Plant*

### SUMMARY

This plant was selected for study because its weekly schedule of hours was raised from 52 to 58 upon our entry into the war and was dropped back to 52 (50 for the night shift) after 9 months at the longer schedule, when it was realized that output during the longer workweek was falling far below expectation.

With the exception of 1 month out of 9 at the 58-hour schedule, the total volume of output never increased in proportion to the additional hours. As a rule, the increase in output lagged considerably behind the increase in hours. A specific experience with a 14-pound shell showed that a decrease in weekly hours of 10 percent (from 58 to 52) resulted in a decrease of only 1 percent in output. Output under the 52-hour week was, in general, about as good as it had been under the 58-hour week.

The primary reason for output lag was the increase in unproductive time in the longer workweek. With general shop temperatures as high as 120 degrees in summer, and temperatures at or near the ovens or hot steel much higher, it was necessary for the men to stop more frequently to rest or to take water, salt tablets, or hot coffee. They also stopped longer for adjustments of equipment, using the pauses as partial rest periods.

Absenteeism increased considerably during the last half of the period at longer hours. The full effect of the accumulated fatigue became evident during the shorter workweek which followed the longer hours. Visits by a nurse revealed that in many cases men were taking time out for rest. The evidence indicates that absenteeism would have been even higher had the longer hours been continued.

### NATURE OF WORK

The plant studied is an upset-forge plant in the Middle West. It produces axles, shafts, gear blanks, small forgings, and—since the outbreak of the war—shells. The forgings formerly used on industrial equipment now go into tractors and tanks.

The work is hot and heavy. It consists of heating steel bars to the proper temperature—almost white hot—and then forging the heated end of the bars by means of dies. The heater places steel bars into the furnace until the furnace is filled. When the bars have reached the proper heat the heater removes a steel bar and, with the help of the hooker, places it into the top slot of the forge. If the stock is heavy, a sliding crane hook is used to transport the bar; but, if the stock is not too heavy for manual lifting, the heater alone moves the bar with tongs. While the heater refills the furnace, the hooker assists the operator in manipulating the bar stock during the forging process. The operator controls the operation by means of a foot pedal which regulates the horizontal motion of the movable part of the machine. Half of the forge die is attached to this part, while the other half is stationary. The hot steel is virtually squeezed into shape between the two. As a rule, two to six sets of dies are used at one time and are arranged vertically so that the operator can drop the stock into the die directly below for the next operation. The main weight of the bar during this process is held by the hooker, while the operator uses his tongs to guide and turn the bar in order to get even forgings. Frequently the last die cuts the forging off the bar. At times, however, the helper, assisted by the hooker, lifts the bar onto a saw, which cuts off the forging. When the forging is completed, the helper places it on a block, strikes a stencil number, and then puts the forging into a bin. In the meantime, the hooker and heater place the bar stock back into the furnace, and then move another bar to the forge.

The furnace, the forge, and the bins of finished forgings form a semicircle, and together they radiate a great deal of heat.

The bar stock varies in diameter from ½ inch to 8 inches, and in length from 10 to 18 feet. The small stock, less than 4 inches in diameter, is handled in the "small shop," which has about 25 men. The larger bars are processed in the "large shop," which has about 250 men. In the small shop the stock is cut to convenient sizes before heating. In the large shop, the forging is done off a large bar. Completed forgings in the large shop may weigh as much as 250 pounds. The bar stock, of course, is very much heavier, as a number of forgings are made from each bar.

The work is entirely man-paced. Much depends on the skill of the heater in bringing his stock to the proper temperature and on the skill of the operator in manipulating the stock in the forging dies. In contrast with drop forging, upset forging, while fully as hot and heavy, does not expose the workers to the constant vibration caused by the dropping of hammers, nor is there quite as much noise and dust.

There is considerable waiting time between heats. This resting time is controlled by the time required (1) to heat various sizes of bar stock and (2) to reheat stock for further forging. The waiting time varies from 20 to 25 minutes if the bars are cold, and from 10 to 15 minutes if the bars are hot and being reheated. During a 10-hour day, the total resting time may amount to between 1 and 1½ hours, or 10 to 15 percent of the scheduled working time. Part of this time is consumed, if it is necessary, by changing dies.

## TYPES OF OPERATORS

All of the operators in this plant are white males, and primarily of Polish, Bohemian, or German extraction. Many of these operators have been with the company for a considerable number of years. There has been little turnover except for military separations, the most important drain of experienced help. Out of a force of about 450, the plant lost approximately 150 workers,[2] over 100 of whom joined the armed forces. Thus far, however, the company has had little difficulty in finding replacements, largely because of its relatively high wage rates and earnings.

An interesting characteristic of the working force is that most of the forge operators are between 40 and 50 years old. One of the operators, in fact, is 64 years old, but is able to hold his own on a job that is both hot and heavy. Operators too old to continue at their jobs are used as "hot inspectors," whose function it is to examine the first pieces struck off in order to make sure that the forgings are within the allowed tolerances.

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[2] From December 1941 through February 1943.

The operator is the most skilled man in his crew. Next in rank is the heater, then the hooker, and finally the helper. Advancement follows in this order.

As openings develop, the vacancies are posted on the shop bulletin board. The choice among applicants is made on the basis of seniority, steadiness of attendance, and related factors.

Anticipating future labor shortages, the company instituted an apprentice training program early in 1943.

### WAGE RATES AND INCENTIVES

The forge crews are on a piece-work system with a guaranteed hourly minimum rate. On productive work, base rates are: Operator, \$1.70; heater, \$1.55; hooker, \$1.50; and helper, \$1.45.[3] For set-up work preparatory to the forging operations—i. e., changing and adjusting dies, etc.—the rates are 5 cents less per hour, and down-time rates are 10 cents less per hour. On forging operations, operators frequently average as high as \$2.00 per hour and occasionally as high as \$2.50.

Inspectors—usually operators too old for the forge work or operators temporarily unable to carry on forging because of injury or illness—are paid \$1.00 per hour.

The piece-rate system has been in operation since 1937. Because of the great similarity in the operations for different types of forgings, piece rates are frequently set by comparing "jobs" rather than by time studies. The system appears to have worked well, to the satisfaction of both management and labor. Since the middle of 1942 a union committee has passed on all piece rates before they have gone into effect.

An interesting feature of the wage system is the separation wage for men drawn into the armed forces. If a man was employed over 6 months but less than 1 year, the company gives to the dependent designated by the worker 4 weeks' pay computed at the basic hourly rate; if the length of service exceeds 1 year, the company gives 360 hours' pay at the basic rate and makes payment in five installments.

At the request of a union, established as the sole bargaining agent in June 1942, the company granted an increase of 5½ cents per hour. At the same time a vacation plan replaced a 3-percent bonus paid semiannually and based on the hours worked by each man. Men who worked at least 1,600 hours prior to July 1 are given paid vacations of 1 week, and those with continuous service of 5 years or more, vacations of 2 weeks.

### SHIFTS AND WORKING HOURS

The plant operates two shifts, which do not rotate. The night shift is small—only about 10 percent of the day shift—and is frequently used to finish and clean up jobs started by the day shift. The night shift receives a bonus of 10 cents per hour.

Except for a 9-month period, during which the shifts worked between 56 and 58 hours per week, working hours have been about 52 for the day shift and 50 for the night shift. The day shift now works 9 hours per day from Monday through Friday, and 7 hours on Saturday. The night shift works 10 hours a day for 5 days and is off on Saturday. During the period of the longer workweek, both shifts worked 10 hours from Monday through Friday, and 8 hours on Saturday.

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[3] Summer of 1943.

During the hot summer months—providing there is no great pressure for production—the plant follows the practice of working only 5 days a week, shutting down on Saturday.

### WORKING CONDITIONS

Equipment is spaced so as to allow plenty of room for the operations involved. Lighting is fairly adequate. Additional light is provided by the glow of the furnace and the hot steel.

Although the shops are in single-story buildings with high and partly open roofs and sides which can be opened wide, there is considerable dust and smoke. In addition, there is the hazard of flying sparks.

Large blower fans are frequently turned off by the workers because they are afraid of catching cold. The men drink a great deal of water and use several varieties of salt tablets, taken about once every hour, to avoid heat cramps. Twice during each shift the men are furnished hot coffee (without charge) to offset the possibly harmful effects of the cool water.

The temperature in the shop frequently exceeds 100 degrees. In the summer months, temperatures of 120 degrees are not uncommon. The heat near the furnace and near the hot bar stock being forged is considerably higher.

Washroom facilities are excellent. They are spacious, clean, and comparatively cool, and are equipped with wash basins, showers, ull-length lockers, and benches.

There are no set lunch periods. The men eat when work is interrupted because of waiting for heats or for new stock, changing dies, and break-downs. Eating is frequent throughout the day. There are no lunch rooms or cafeterias.

The great heat and the consequent losses of water and salt seem to be responsible for the eating habits of the crews during working hours. There is also evidence of considerable consumption of alcoholic drinks after working hours.

### INDUSTRIAL INJURIES

The wearing of safety goggles as well as safety shoes is compulsory throughout the plant. The company furnishes prescription goggles at half price. Other goggles are paid for entirely by the workers, the company refunding the purchase price when goggles are turned in upon termination of employment. Safety shoes are sold by the company at cost.

The plant has a neat and well-equipped first-aid room with special facilities for treating eye injuries caused by sparks, excessive light, steel particles, and dust. A trained full-time nurse has been in charge of this service since the fall of 1942. Before that time, treatment was given by men in the laboratory adjacent to the shops, while the more serious cases were referred to the hospital of another plant about two blocks away.

No data are kept on first-aid treatments. The reason assigned for this is stated to be that the men frequently come in for an eye wash to relieve the strain caused by the dry heat—but primarily to get some rest and fresh air.

The plant has a very good safety record. There was no appreciable difference in the frequency rates of disabling injuries for the periods of short and extended workweeks.

### SCOPE OF THE STUDY

This study is limited to 16 crews in the large shop, accounting for a total of 64 men. Working schedules in the small shop varied from time to time, but followed no definite pattern; further, scheduled weekly hours did not exceed 53 at any time during the period studied.

The data cover a 21-months period—from June 1941 through February 1943. In the discussion of the relative merits of the 52- and 58-hour weeks for the day shift, and the 50- and 58-hour weeks for the night shift, the experiences during the hot summer months of July and August have generally been omitted. During these months, as already indicated, hours were usually shortened.

### WORKING HOURS AND SHIFTS

*Day shift.*—Of the 16 operating crews studied, 12 were on the day shift and accounted for a total of 48 men.

During the period of June through the first half of December 1941, the nominal hours in this shop were 52, with 5 days at 9 hours and Saturday at 7 hours. The actual average appears to have been 51 hours. During this period the sixth day was dropped through the summer months of July and August.

In the early part of December 1941, when we entered the war, weekly hours were raised to 58—raising the daily hours to 10 with 8 hours on Saturday. When in September 1942 management reached the conclusion that production at the higher level of hours was not materially better than it had been at the lower level, hours were reduced to 52 and remained at that level through February 1943, the end of the period studied.

*Night shift.*—The performance of 4 crews, accounting for a total of 16 men, was traced through the entire period studied.

From June through the middle of December 1941, scheduled hours for these men were 50 per week, consisting of 5 nights at 10 hours each. There was no work on Saturday. As was the case with the day shift, weekly hours were curtailed during July and August. The curtailment for the day shift involved a shut-down on Saturday, but for the night shift the hours were reduced from 10 to 9. When hours for the day shift were raised to 58 in December 1941, upon our entry into the war, those for the night shift were raised similarly by the introduction of Saturday work, usually of 8 hours. When the day-shift hours were reduced to 52, those of the night shift were put back to 50, but frequently averaged about 51 or 51.5.

### FINDINGS OF STUDY

#### *The Day Shift*

1. The immediate effect of the lengthening of daily and weekly hours was a slight decrease in efficiency (about 2 percent), but a

sharp increase (12 percent) in unproductive time. This time was utilized for changes and adjustment of dies.

2. During the next 4 months efficiency increased slightly, but steadily. The percentage of unproductive time lessened, but remained higher than the level which had prevailed during the shorter workweek.

3. After 5 months at the longer hours, efficiency decreased steadily over a period of 3 months by a total of 6 percent. At the same time, unproductive time increased sharply, indicating the probable effects of fatigue. Apparently the former pace could not be maintained.

4. When the shorter hours were reestablished, efficiency increased steadily for 5 months, to the end of the period surveyed. At this point it was higher than during any other month of the period surveyed. During this period, unproductive time decreased somewhat.

5. In comparison with the 52-hour pre-war week, the men worked harder during the 52-hour war week. Offsetting this higher hourly output during productive hours, however, was a higher percentage of unproductive time.

6. Output rarely matched the increase in working hours. As a rule, it lagged considerably. After building up to a peak during the fourth month at the higher hours, the output index dropped sharply—28 percent—over a period of 4 months. This drop in output was partly the result of a lower efficiency and, more significantly, a sharp increase in unproductive time.

It was this persistent drop in output which convinced management that the schedule of longer hours was not desirable. The detailed data suggest that the output level might have continued to decrease if the longer hours had been maintained.

7. Output during the shortened workweek (52 hours) was as good as it had been under the 58-hour week.

This result was checked in three ways. (*a*) In terms of the index level of output, computed on the basis of standard time per casting, the data indicate that the eventual level of output under the longer workweek probably would have stabilized at 95 to 100 percent of the output level which prevailed during the shorter workweek. This level could not be ascertained definitely because hours were changed while output was still going down and before it had reached a stable level.

(*b*) The average pounds of forgings produced per man is not a very accurate measure of output, because forging time is not directly proportional to the weight of the forging. Nevertheless, it does permit a rough comparison. The average pounds per man per week during the shortened workweek was 99.4 percent of what it had been at the longer schedule of hours. The additional 6 hours, therefore, were practically wasted.

(*c*) A third and more specific check was possible by following an identical product throughout the entire period. This was a 14-pound shell which was produced steadily from August 1941 through February 1943. The increase in weekly hours from 52 to 58 amounted to 11 percent. The number of shells produced per man per week increased by 7½ percent. When hours were reduced to 52, the output index for this shell dropped only 1 percent. Thus, a decrease of 10 percent in weekly hours resulted in a decrease in output of only 1 percent.

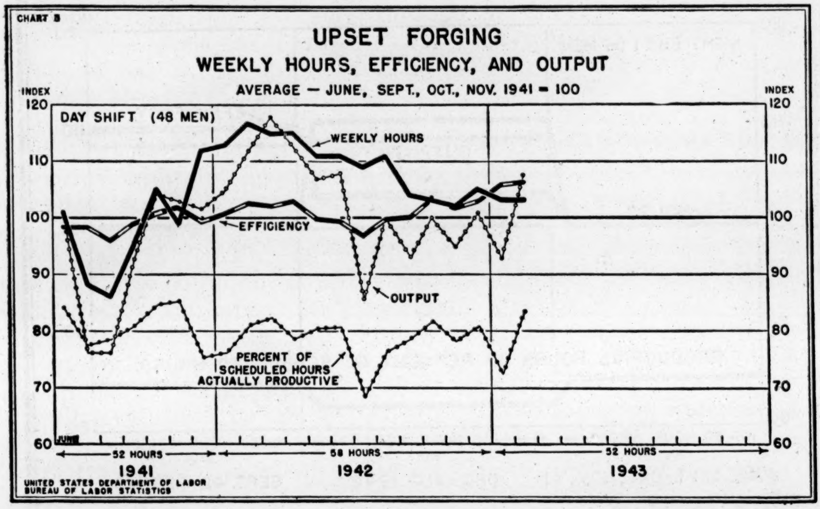
8. There was no indication that the 52-hour week represented the optimum workweek in this plant. It is possible that a somewhat shorter workweek might have been as productive.

9. Absenteeism was not an important problem during the 58-hour week. The monthly absenteeism rate (i. e., percentage of scheduled man-hours lost because of absenteeism) exceeded 2.5 percent in only 3 of the 9 months during which the longer hours were in effect.

During the subsequent 52-hour week, however, the absenteeism loss increased considerably, never falling below 4.2 percent, and going as high as 7.8 percent. To counteract this tendency, management resorted to posting the number of absences in each department. This had a salutary effect, but only temporarily.

About the middle of December 1942 the first-aid nurse began making calls on all men absent 2 days or more. When this practice became known throughout the plant, absenteeism dropped somewhat. The nurse reported that an appeal to the men's patriotism "to bring our boys back home quicker from the fighting fronts" usually helped. In a considerable number of cases, the men were found to be "just resting."

These facts, along with the fact that the percentage of unproductive time remained high during the 6 months immediately following the termination of the longer workweek, suggest strongly that the fatigue accumulated during the longer workweek period was making itself felt during the subsequent shorter workweek. The success of the nurse's calls and the response to her appeal to the men's patriotism indicate clearly that a considerable portion of the absenteeism was avoidable. Unfortunately, the plant records were not sufficiently detailed to determine the actual causes for absenteeism. An interesting observation of one of the plant executives was that the heat tends to aggravate certain intestinal and stomach conditions, causing the men to take time off now and then to rest and recuperate from cramps and other minor ailments.



*The Night Shift*

1. Efficiency during the shortened workweek (50 hours per week—5 days at 10 hours each) was about 5 percent better than during the longer workweek (10 hours on 5 days and 8 on Saturday).

The efficiency trend of the night shift generally followed that of the day shift, except that it reached very much higher levels. This trend may be due to the fact that nights are cooler and that fewer forges were operated at night, thus creating less heat in the shop generally.

As in the case of the day shift, the efficiency index of the night shift increased upon our entry into the war, in spite of the addition of the extra day. Within 5 months, it increased to a peak of nearly 106, with the average for the preceding 50-hour week as a base of 100. Efficiency then dropped, however, and in 3 consecutive months reached a low of about 100. The low month was July, and probably reflects not only the effect of accumulated fatigue but the effect of summer heat as well. Probably because of lower temperatures at night, the drop was not as sharp as that of the day shift.

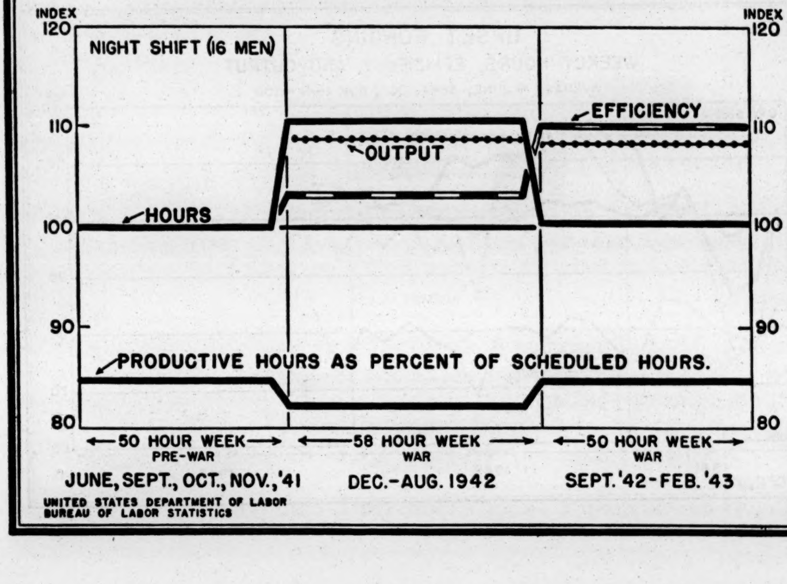
With the reduction of scheduled hours to 50, however, efficiency began to climb, reaching a high point of nearly 117 within 4 months. The pace could not be maintained, however, and the next 2 months show reductions to a level of about 105.

The average efficiency level during the 50-hour week under wartime operations can fairly be set at about 108. In comparison, the average performance level under the 58-hour week appears to be 103 or 104. Efficiency during "productive hours" under the shorter workweek therefore was about 5 percent higher than under the longer schedule.

CHART 4

CHANGES IN HOURS, EFFICIENCY AND OUTPUT

AVERAGE FOR JUNE, SEPT., OCT., NOV. 1941=100



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2. The percentage of unproductive time was slightly lower during the 50-hour week than during the 58-hour week, and in general, was lower than that of the day shift. The principal reason for this is that new jobs were usually started by the day shift, so that the night shift had to do less changing of dies. Perhaps another reason for the lower percentage of unproductive time is that nights are cooler than days—an item of considerable importance on a hot job.

3. As in the case of the day shift, output remained at about the same level when hours were reduced from 58 to 50. Unlike the case of the day shift, however, the average increase in output during the 58-hour week was directly proportional to the average increase in weekly hours. The subsequent reduction in hours had no effect on the volume of output. The reason for this was the increase in efficiency and slight reduction in unproductive time.

The change to shorter hours, as in the case of the day shift, was made after sharp reductions in the output level over a period of 4 months. It is not certain what level finally would have been reached had hours not been shortened. This drastic drop was all the more remarkable because, during the first half of the period at longer hours, the increase in output frequently exceeded the increase in working time. The pace could not be maintained.

4. The absenteeism loss during the 58-hour week was nearly twice as high as during the preceding 50-hour week. The subsequent elimination of the sixth day brought about a reduction in the absenteeism loss—from 4.7 percent of scheduled man-hours to 4.2 percent—but still considerably above the pre-war rate of 2.3 percent.

### *Daily Output Patterns*

1. *Day shift.*—The effect of lengthening daily and weekly hours was to eliminate the midweek spurt which was characteristic of the shorter week.

Under the 52-hour week, with 5 days a 9 hours and Saturday at 7, output rose from Monday through Wednesday, the peak day. The output levels for Thursday and Friday were somewhat lower, but on a par with that of Monday. Saturday's level was higher, probably because it was a shorter day.

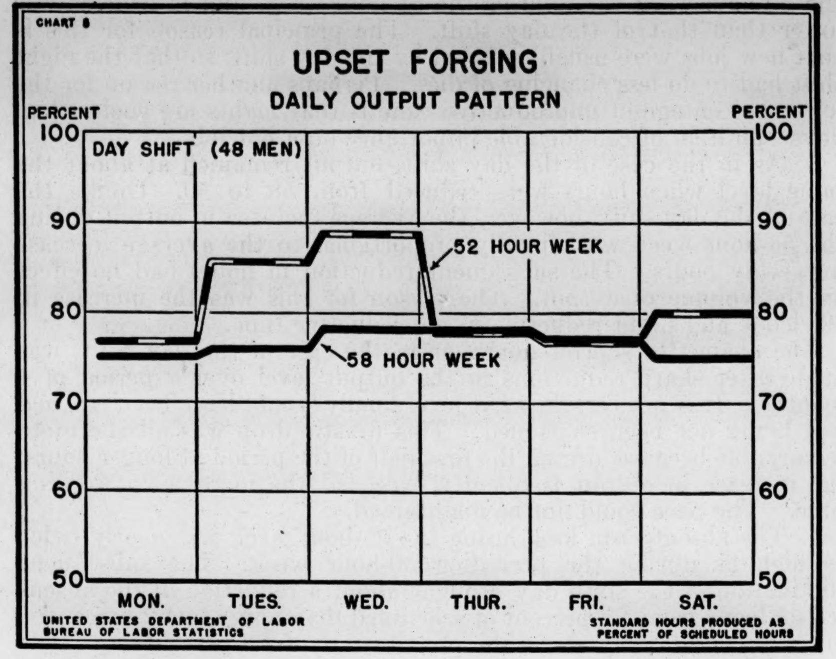
During the longer workweek, this peak disappeared. The output level throughout the week remained fairly constant—at the Monday level. In addition, there was a sharp drop on Saturday—the output level was nearly 25 percent lower than for the Saturday under the shorter workweek.

2. *Night shift.*—The effect of extending the workweek by the addition of 8 hours on Saturday was to eliminate the midweek spurt which resulted in a peak on Thursday.

As in the case of the shorter workweek, the output level remained lowest on Monday—but at a much lower level. This was followed by a rise on Tuesday; but, after that, nearly every day was at a lower output level than the one preceding it. Production on Saturday was about as low as on Monday.

In general, the average output level for the 58-hour week was considerably lower than that for the 52-hour week.

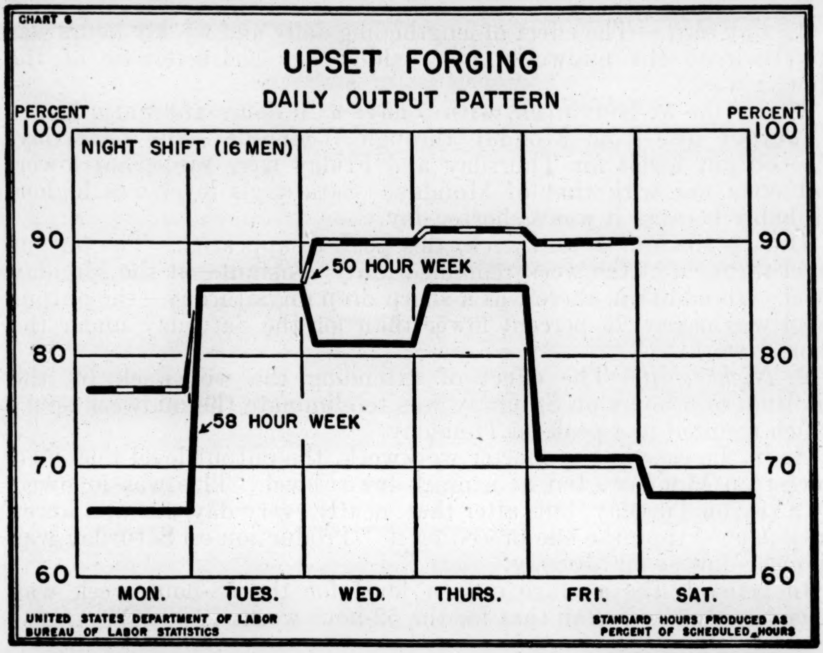
CHART 5



UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

STANDARD HOURS PRODUCED AS PERCENT OF SCHEDULED HOURS

CHART 6



UNITED STATES DEPARTMENT OF LABOR
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STANDARD HOURS PRODUCED AS PERCENT OF SCHEDULED HOURS

## *Case Study No. 3—Gear Couplings*

### SUMMARY

This plant produced gear couplings. The processes studied consisted almost entirely of machine operations on lathes, shapers, drill presses, grinders, and similar metalworking equipment. All work was done under a bonus system under which workers were paid in full for production in excess of the standard. All of the men studied were high-grade machine operators. Operations were medium heavy, were essentially machine-paced, and usually allowed for some resting time for the operators during machine operations.

Because of the detailed records available, it was possible to study a period extending over 5 years. During this period hours changed from 40 to 50, by increasing daily hours from 8 to 10 for 5 days, and subsequently to 58 by the addition of an 8-hour Saturday.

Efficiency, or the hourly rate of output, was highest during the 8-hour day and 5-day week. Two successive increases in hours resulted in decreases in the efficiency levels.

When daily hours were lengthened to 10—but with the retention of the 5-day week—absenteeism losses more than doubled. Indications were that the addition of an 8-hour Saturday would have increased absenteeism to still higher levels, had it not been for the strong efforts of a labor-management committee. The efforts of this committee held the absenteeism rate during the 58-hour week to a lower level than the one which had prevailed during the 50-hour week.

Because the longer hours meant a relatively higher proportion of utilization of machine time, with get-ready and clean-up time remaining constant, the increase in output during the longer workweek lagged behind the increase in weekly hours by only 6 percent. Workers were 94 percent as effective per hour during the 58-hour week as they had been during the 40-hour week. Had absenteeism not been curtailed, the increase in output would have lagged by about 10 percent.

The effect of the longer daily and weekly hours was to wipe out the midweek spurt which built up to a peak on Thursday. During the 50- and 58-hour weeks, hourly efficiencies varied little from day to day, but were distinctly lower during the 58-hour week than during the 50-hour week.

### NATURE OF WORK

The department studied manufactured gear couplings, a high-precision machine product. The operations consist almost entirely of machining processes, such as lathe operations (largely on turret lathes), gear shaping, drilling, grinding, polishing, and assembling.

The machine operations were essentially machine-paced except for the time necessary to remove a completed part and replace it with one to be processed. The operator placed the work material on the machine, started the machine, and removed the material when the machine process was completed. About 25 different processes were performed. The work material varied in weight from 5 pounds to 1 ton, and most frequently averaged between 25 and 50 pounds. When the weight exceeded about 100 pounds, lifting was done by means of mechanical hoists. For all weights up to 100 pounds, the lifting on and off the machines was done manually, with two men lifting the heavier pieces.

The amount of waiting time while the machines performed their operations varied considerably for different types of operations, but usually did not exceed 5 minutes. Generally, the waiting time constituted less than half the operating period, and the operator frequently used this time for gauging, burring, or cleaning a completed part. In some instances several workers tended a battery of machines. As a rule, these machines completed their operations before the operators were able to replace the processed parts. In these cases, there was no waiting time whatever for the operators. On larger pieces, however, operations such as multidrilling gave way to single drilling, affording the operators some rest while the machines performed their automatic operations at a slower pace.

On the whole, the processes in this department may be characterized as medium-heavy operations, essentially machining, mostly machine-paced, and affording some rest to the operators on most of the processes. Observation indicated that the employees worked efficiently and consistently, and that equipment and men were well utilized.

## TYPES OF OPERATORS

The workers studied were high-grade machine operators, but not machinists. All setting-up and adjusting of machines was done by skilled machinists. Except for the last year of the period covered by the study, the company was able to select its men carefully and hired only experienced machine operators. Even though there was some turnover, the core of the personnel remained fairly constant and replacements were possible on a comparable level of experience. During 1942, however, when younger men were drawn into the military services, the quality of replacements gradually declined. Instead of obtaining experienced machine operators—"the cream of the crop"—the company had to be satisfied with less experienced operators, and during recent months with employees coming from entirely different fields of activity—clerks, salesmen, etc. These people had to be put through a training program before they could perform the machine operations satisfactorily.

During the period studied, all operators were white males.

## WAGE INCENTIVE

The department operated on an incentive wage system. Employees were paid a guaranteed hourly rate and a premium dependent on their individual output. Time standards were established in 1930; by 1937 they had become well settled, and remained essentially unchanged thereafter.

A time standard was provided for each piece and size. At the end of the day the number of pieces completed yielded the number of minutes earned. Premium was paid for the number of minutes earned in excess of the number of minutes actually worked "on standard." The monetary levels at which these extra "earned minutes" were compensated varied, depending on the degree of control which the operator had over the process, i. e., how much he could speed up operations. Premium rates were highest for those operations over which the operators had the least control.

Although the standards remained unchanged during the period studied, the base rates per hour increased considerably during the last few years. During 1938, 1939, and 1940, the range of hourly rates for machine operators was from 57 to 78 cents. In April 1941, the range was from 60 to 81 cents; in August 1941, from 66 to 84 cents; and in July 1942, from 72 to 90 cents. The rates remained at this level through the last month studied—April 1943.

### WORKING CONDITIONS

Working conditions were about the same during the years studied as at the time the data were compiled, and may be characterized as fairly good. Ventilation was good, as was lighting. There were no fumes or dusts, no congestion, and except for some cutting oils and metal shavings on the floor—the usual characteristics of machine shops—the department was quite clean.

There were no rest periods. Although there was a plant cafeteria, the workers in this department ate at their machines and did not take time out for lunch. Workers operated their equipment throughout the entire day without any organized break at any time.

From early 1942, music had been played over a loud-speaker system during the half-hour lunch period (during which other departments shut down) and in the middle of the morning and afternoon. The music probably had little effect on the men, as it was hardly audible above the noise of the operations.

### SHIFTS

After 1940, a night shift had been in operation continuously. In size, it averaged about one-third of the day shift.

Until 1941, workers on the two shifts were paid at the same rate. Late in that year (October) a flat 5-cent night-shift bonus was instituted.

Shifts were not rotated. The workweek started at midnight Sunday, at which time the night shift reported for Monday.

### WORKERS STUDIED

The workers studied were those who worked on the premium standard. Toolmakers, set-up men, and others on a straight day-work basis were excluded. In the parlance of the shop, only the experience of "productive men" was studied to determine the effect of lengthened working hours on efficiency, absenteeism, and over-all output. As all production was measured in terms of minutes earned on time standards well tested and crystallized over a period of years, it was not necessary to classify data for workers on the basis of the size and weight of the work material. Such details, in fact, were not available.

The number of men on standard during the period most critical in this study (January 1940 through April 1943) ranged between 38 and 62, averaging about 50. Until 1942, all of these men were skilled machine operators. An idea of the relation between the size of the group of "productive workers" and the size of the entire department is furnished by the fact that in April 1943 the number of men on standard was 55, whereas the total number of men in the department was 104.

For purpose of analysis, the productive employees in the department were divided into two groups: (1) A control group, and (2) the remainder of the group. The control group consisted of a number of selected operators who had been in the department for at least 2½ to 3 years prior to the end point of the study. During the period 1940 to 1943, the number of men in the control group varied between 24 and 40, remaining at about 39 during 1941 and 1942, when the longer hours were introduced.

Whereas the experience of the control group furnished a fairly accurate measure of the effects of longer hours uncomplicated by labor turnover and the lower efficiency of newly added operators, the experience of the remainder of the group furnished an indication of the effects of labor dilution during the first year of the war.

## UNIONIZATION

Workers in the department were not unionized until November 1942, when an A. F. of L. union extended its jurisdiction over the department. The unionization of the shop, however, had no effect on the time standards, which were well established by this time. A labor-management committee, however, effectively assisted management in reducing the time lost through absenteeism.

## FINDINGS OF STUDY

### *Control Group*

1. Efficiency was highest during the 40-hour week, with 5 days at 8 hours.
2. The increase in weekly hours to 50, by lengthening daily hours to 10, brought about a 4-percent drop in the efficiency level.
3. The drop in efficiency occurred 3 months after the schedule of longer hours was put into effect. During the first 3 months, the efficiency level of the 40-hour week was maintained. The decrease apparently reflected accumulated fatigue.
4. The addition of a sixth day at 8 hours (coinciding with our entry into the war) caused another but less severe drop in the efficiency level. For the 58-hour week, the efficiency level was 6 percent below that which had characterized the 40-hour week.
5. During the 58-hour week, efficiency was fairly high for the first 6 months, apparently reflecting wartime morale. But the pace could not be maintained, and thereafter efficiency decreased to the lower level.

An "efficiency ratio" was computed to express the changes in the efficiency of the group of workers studied. It expresses the relationship between minutes earned and minutes worked on standard. The formula used was—

$$\text{Efficiency ratio} = \frac{\text{Minutes earned}}{\text{Minutes worked}}$$

Thus, if the group averaged 72 earned minutes per 60 minutes of work, its efficiency ratio was $\frac{72}{60}$ or 1.20. Excluded from this computation was all time spent on repair and nonproductive day work, which consisted of occasional special jobs for which no time standards had been established.

In 1938, no definite pattern of weekly hours prevailed. Times were slack, and the number of days worked per man per week varied, although the 8-hour day prevailed. The length of the average workweek was close to 32 hours. In this year, as in subsequent years, average weekly hours declined sharply during the summer, the result of dropping 1 day from the workweek. In 1939, for instance, a 32-hour week replaced the nominal 40-hour week during July. The same was true for 1940. In 1941, the summer drop was considerably less. In 1942, a 50-hour week prevailed during July and August instead of the nominal 58-hour week.

As apparent from chart 7, efficiency varied directly with weekly hours during 1938. As hours decreased, efficiency decreased; and as hours rose, efficiency rose. Apparently there was a tendency on the part of the workers to make the work last. The sharpest drop occurred during the summer months and undoubtedly reflected the effect of summer heat. This drop was apparent in nearly every subsequent year, although to a very much lesser degree.

The highest efficiency levels were reached during the 40-hour week. During 1940 there was a slight but steady increase in the efficiency ratio to a maximum of about 1.26, with an average of about 1.25 during the last half of the year. During 1941 the maximum rose to 1.27, with an average of about 1.26 during the last half of the year.

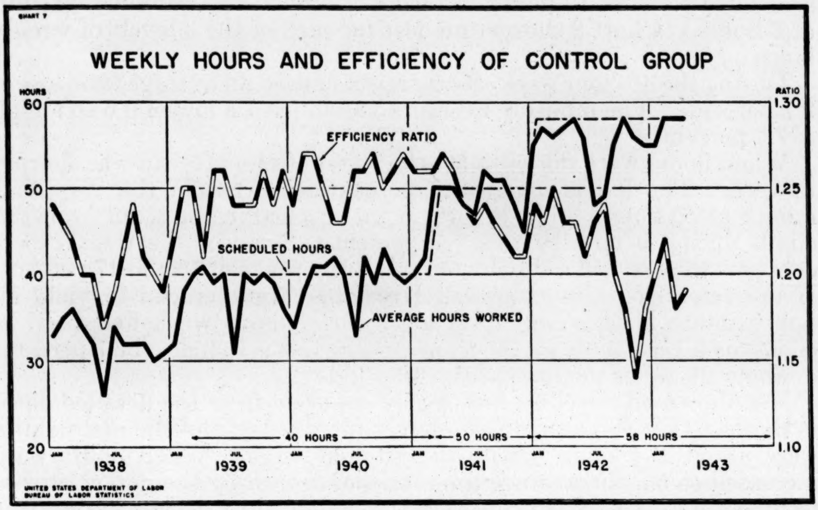


CHART 7

WEEKLY HOURS AND EFFICIENCY OF CONTROL GROUP

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

In March 1942 hours were raised to 50 per week by lengthening daily hours from 8 to 10. For 3 months the efficiency rate remained at the level which had prevailed during the 40-hour week. Then it started to drop—to 1.21 by the end of the year—a decrease of 4 percent.

When in January 1942 weekly hours were raised to 58 through the addition of 8 hours on Saturday, the efficiency ratio reversed its downward trend. This upward swing in efficiency, in spite of longer hours, apparently reflects the effect of war morale.

For about 6 months, efficiency hovered around an average of 1.23—definitely lower than during the 40-hour week, but better than during the preceding 6 months at 50 hours. This pace, however, could not be maintained. Beginning with September, the rate slumped in 3 successive months to a low of 1.14. Thereafter it recovered to 1.22 by February 1943, but only to drop again to 1.18 in the very next month.

A fairly stabilized level of efficiency during the 58-hour week appears to be at about 1.19. This represents a drop of about 6 percent from the efficiency level during the 40-hour week in the last half of 1940.

6. During the 40-hour week, absenteeism (exclusive of authorized vacations) caused a time loss of 2.7 percent of scheduled employee-hours.

7. When hours were raised to 10 per day, the absenteeism loss rose sharply to an average level of 7 percent, but there were weeks in which the figure mounted to 16 and 17 percent.

8. Owing to the efforts of a labor-management committee, absenteeism losses during the 58-hour week were held to a level of about 4½ percent. The data indicate that a level of 10 percent or more might have prevailed had these efforts not been made.

Absenteeism data in this study are expressed in terms of scheduled hours lost because of unauthorized absenteeism, i. e., excluding authorized vacations. Included is all time lost in excess of 1 hour. (The detailed nature of the company records permitted a more accurate measure than is usually possible.) Thus, if an employee was scheduled to work 10 hours and worked only 7, the lost time was put at 3 hours. Chart 8 shows time lost for each of the 3 levels of weekly hours.

During the 40-hour week, absenteeism caused an average time loss of 2.7 percent. The monthly averages varied from a low of 0.6 to a high of 7.2 percent.

When hours were raised to 50, the trend of absenteeism was sharply upward. The lowest point, 1.7 percent, occurred in the very first month at 50 hours. The highest point reached in the steady upward climb during 9 months was 9.7 percent. Some of the weekly percentages were considerably higher, reaching peaks of 16 and 17 percent. If the rates from June through December are averaged to yield an approximate absenteeism level after the 50-hour week had been in effect for several months, the average time loss is found to be 7 percent, or about 2½ times the level at the 8-hour day.

Not shown on the chart but clearly apparent from the detailed data, is the fact that the absenteeism losses for the day and the night shifts were about the same during the 40-hour week. When hours were increased to 50, the average time lost per month by the day shift rose from about 2.7 to 5.5 percent, but for the night shift the rise in time lost was from 2.8 to 11 percent—exactly twice that of the day shift.

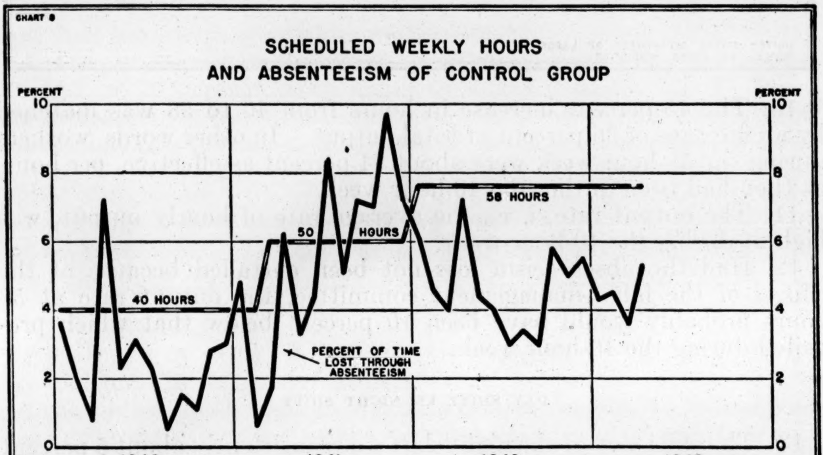
The morale impetus of our entry into the war and the very active interest of management and labor in the reduction of absenteeism—manifested through the activities of a labor-management committee—brought about a sharp reduction in lost time, even though the week end was reduced to 1 day and hours were lengthened to 58. Even here, the effect of a shorter workweek was evidenced by the fact that absenteeism losses were lowest during the summer months, when the workweek was shortened to 5 days, for a total of 50 hours. During July and August the rate varied only between 3 and 3½ percent. After September, the rate rose again to nearly 6 percent, but fell again during the next 5 months.

The stabilized level of absenteeism loss for the 58-hour week appears to be about 4½ percent—a considerable reduction from the rate of 7 percent during the shorter workweek of 50 hours. The reduction appeared to be due solely to the activities of the labor-management committee. Without that help, it is logical to suppose that the loss during the longer 6-day week would have exceeded that experienced during the 50-hour week, and probably would have averaged 10 percent or more.

At 58 hours the performance of the day shift again was better than that of the night shift, although by a very much smaller margin. The stabilized level of absenteeism loss for the day shift at 58 hours was 4.4 percent, and that for the night shift, 4.9 percent. The improvement of the night shift—a decrease from 11 percent to less than half that rate—was very substantial.

The comparison between the rates, after the initial adjustment periods had passed, for the 40- and 50-hour weeks indicates fairly the effect of lengthening the workday from 8 to 10 hours. It was not possible from this experience to determine the effect of leaving daily hours at 8 but lengthening the week to 48 through the addition of a sixth day.

The comparison between the 50- and 58-hour weeks is obscured by the success of the labor-management committee in combating absenteeism. The success of this committee, however, leads to the conclusion that the losses during the 50-hour week would have been substantially lower—probably lower than those during the 58-hour



SCHEDULED WEEKLY HOURS AND ABSENTEEISM OF CONTROL GROUP

7-20-44

week, because of the 2-day week end—had the committee been functioning then. Similarly, the absenteeism loss at 40 hours might have been lower under the same condition.

It was not possible to determine the reasons why workers absented themselves. No such records were available for the period studied.

9. The 25-percent increase in hours from 40 to 50 was matched by nearly the same increase in output, 23½ percent. The reason for the relative decrease in output being so slight—instead of the expected 8 percent—was that the get-ready and clean-up time was spread over a longer workday, thus permitting a proportionately higher utilization of the working day for actual machine operations.

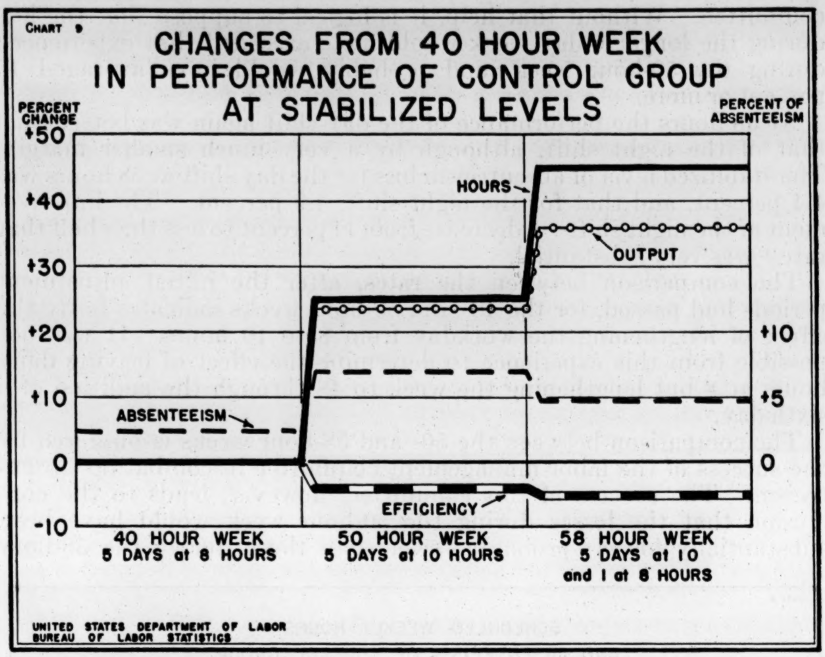


CHART 9

CHANGES FROM 40 HOUR WEEK IN PERFORMANCE OF CONTROL GROUP AT STABILIZED LEVELS

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

10. The 45-percent increase in hours from 40 to 58 was matched by an increase of 36 percent of total output. In other words, workers during the 58-hour week were about 94 percent as effective, per hour, as they had been during the 40-hour week.

11. The output rate, i. e., the average rate of hourly output, was highest during the 40-hour week.

12. Had the absenteeism loss not been curtailed because of the efforts of the labor-management committee, the output rate at 58 hours probably would have been 10 percent below that which prevailed during the 40-hour week.

### DAY SHIFT VS. NIGHT SHIFT

13. The efficiency of the night shift was consistently about 5 percent below that of the day shift.

Operators on both shifts were skilled machine operators who had been at their jobs for 3 or more years. Shifts were not rotated, so that the problem of the frequent adjustment of sleeping, eating, and social patterns were not involved.

14. The efficiencies of the night shift reacted more quickly to changes in hours than did those of the day shift. When hours were raised to 50 per week, the drop in the efficiency level was much steeper for the night shift. Similarly, although the day shift maintained its high (40-hour) efficiency level for 3 months after the change to 50 hours, the night shift's efficiency level dropped sharply the second month after the change.

15. Under the 40-hour week, the absenteeism loss was about the same for each of the two shifts. A marked discrepancy appeared when hours were raised to 50: whereas the rate for the day shift went from 2.7 to 4.9 percent, that of the night shift rose from 2.8 percent to a level of about 8.8 percent. Subsequently, apparently because of the efforts of the labor-management committee, this rate decreased to 5.3 percent (compared with 4.6 percent for the day shift).

### *The Uncontrolled Group*

1. The efficiency level of the uncontrolled group—men who had been employed in this department for less than 2½ years and were affected by labor turnover so that the composition of the group did not remain constant—was consistently below the level of the control group.

2. The efficiency experience of the group was parallel to that of the control group: during the 50-hour week efficiency was below that for the 40-hour week by 4 percent, and during the 58-hour week by 5 percent. In both instances, the change was most marked when daily hours were lengthened from 8 to 10.

3. The absenteeism losses for this group were more severe than those for the control group. When hours were raised from 40 to 50 per week, the absenteeism loss increased from 5.4 to 7 percent. The subsequent increase in hours to 58 was accompanied by a rise in the absenteeism rate to 8.1 percent. The efforts of the labor-management committee were not nearly as effective with the men in this group as they had been with the "older employees."

4. Output lagged by 7 percent when hours were raised from 40 to 50, and by 10 percent when hours were raised to 58. At 58 hours, the increase in total output was about 30 percent above that at 40 hours—but the increase in hours was 45 percent. Expressed in terms of output (reflecting the combined effects of lower efficiency and higher absenteeism), these workers were only 90 percent as effective per working hour during the 58-hour week as they had been during the 40-hour week. The comparable percentage for the 50-hour week was 92½.

### *Differences Between Days of the Week—Control Group*

*Efficiency.*—A week including the fifteenth of the month was selected for the months of March, June, September, and December for the period 1939 through the first quarter of 1943. Weeks were then grouped according to the number of scheduled weekly hours. Efficiency ratios for each day of the week were averaged within each period in order to eliminate random variations. The results are shown on chart 10.

During the 40-hour week, the day shift's pattern of daily efficiency indicated a fairly steady climb to a peak on Thursday and a slight drop on Friday. Friday's level, however, was higher than the average levels of Monday, Tuesday, and Wednesday. During the 5-day week and 8-hour day, efficiency seemed to build up almost steadily from Monday through the end of the week.

The outstanding difference between the levels during the 10-hour day and the preceding 8-hour day is the disappearance of this constant build-up toward the peak. Except for the slight rise on Tuesday's performance, the pattern for the 50-hour week presents almost a straight line. Further, the average daily efficiency level during the 50-hour week is slightly lower than that of the 40-hour week.

The pattern for the day shift during the 58-hour week closely resembles that for the 50-hour week, except that the entire level is about 4 percent lower. The week-end peak is completely lacking.

The fundamental effect on the day shift of the lengthening of the workweek from 40 hours to 50 by substituting a 10-hour for an 8-hour day, therefore, was the loss of the Thursday and Friday spurts. The effect of the addition of a sixth day of 8 hours was a drop in the entire level. There was, however, no drop on Saturday, the sixth day, probably because daily hours were 8 rather than 10. Any one day of the week was about as good as any other.

The pattern for the night shift is very different. For the 40-hour week, as in the case of the day shift, there was a spurt on Thursday, lifting its level above that of any other day. But the spurt was only slightly above the levels of Monday and Tuesday. The outstanding feature of the night shift's pattern was the drop in production on Wednesday—the lowest day in the week.

As was also true of the day shift, the night shift's spurt on Thursday may have been influenced by the fact that the "posting sheets," showing the amount of premium earned by each man during the preceding week, were posted sometime on Wednesday. It is possible that this posting served as "a shot in the arm."

During the 50-hour week, the night shift's pattern is conspicuous for two things: (1) The Thursday spurt is gone, and (2) the general level of the performance during the entire week is considerably lower. Especially marked is the sharp drop of Wednesday's level, which breaks an otherwise nearly stable level of daily efficiencies.

The addition of the sixth day altered the pattern considerably. Except for a slight spurt on Thursday which, however, was not above the level for Monday, there was a steady downward trend with Friday as the low point. The higher level on Saturday was probably due to the fact that Saturday was an 8-hour day, whereas the schedule on other days was 10 hours. If the steady downward trend was indicative of cumulative fatigue, then it is probable that a 10-hour Saturday would have shown that day as the low point, with a level lower than that of Friday.

For the night shift then, the important effect of lengthening daily hours from 8 to 10 appears to have been a general lowering of the entire level by 4 or 5 percent, and an accentuation of the Wednesday drop. The change to the 58-hour week shifted the low day of the week to Friday, with a fairly steady decrease day after day.

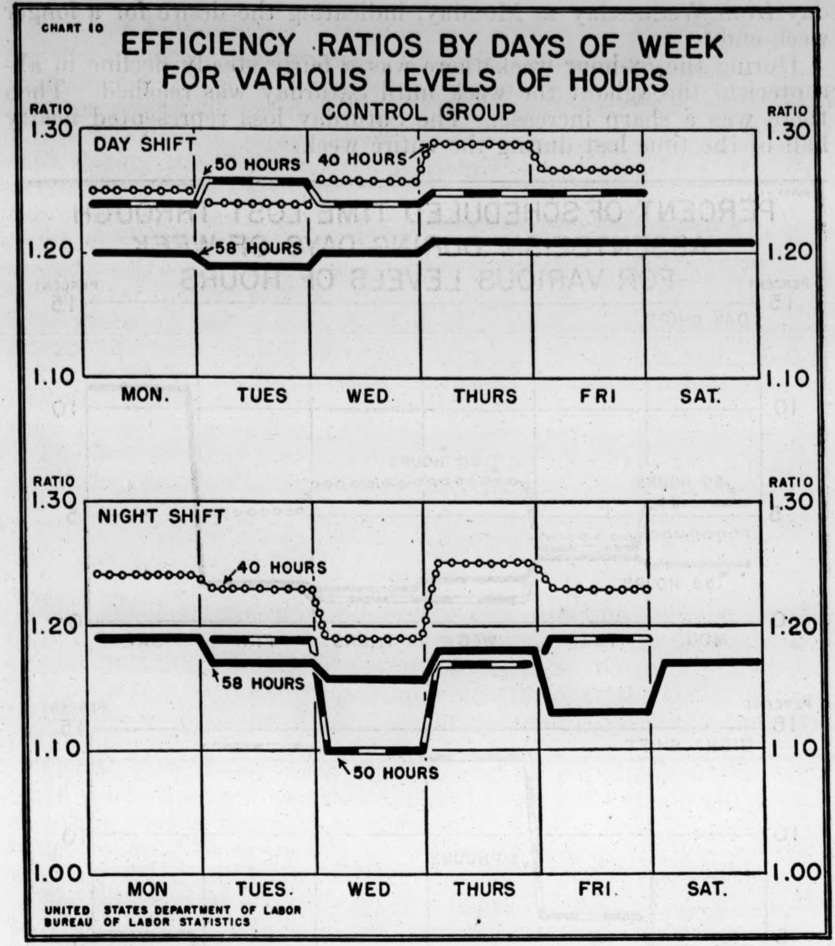


CHART 10

EFFICIENCY RATIOS BY DAYS OF WEEK FOR VARIOUS LEVELS OF HOURS

CONTROL GROUP

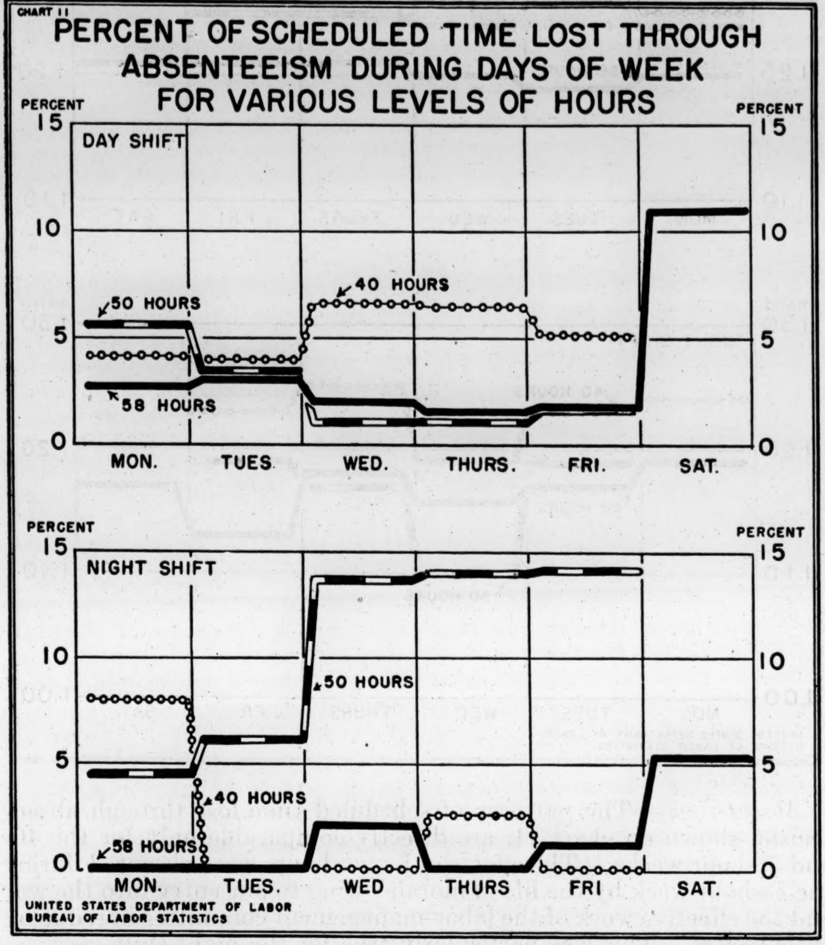
UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

*Absenteeism.*—The patterns of scheduled time lost through absenteeism, shown on chart 11, are directly comparable only for the 40- and 50-hour weeks. The effects of longer hours were obscured during the 58-hour week by the lift in morale owing to our entry into the war and the effective work of the labor-management committee in reducing absenteeism. This was particularly true for the night shift.

During the 40-hour week, the absenteeism loss for the day shift was most marked during the middle of the week, specifically on Wednesday and Thursday. On the whole, it was higher during the latter half of the week.

The 50-hour-week pattern shows Monday as the day with the highest absenteeism loss for the day shift. The percent of scheduled time loss was lower on Tuesday and very much lower during the remaining days of the week. The effect of substituting a 10-hour day for an 8-hour day seems to have been to shift the high absenteeism day from Wednesday to Monday, indicating the desire for a longer week end.[4]

During the 58-hour week there was a fairly steady decline in absenteeism throughout the week until Saturday was reached. Then there was a sharp increase. The Saturday loss represented nearly half of the time lost during the entire week.



The 40-hour-week pattern for the night shift varied considerably from that for the day shift. The absenteeism loss on Monday far exceeded that of any other day. The explanation for this is that the night shift started the week at midnight Sunday. There was a strong tendency for men to take off this first shift after spending Sunday with their families and friends. Except for Thursday, the remaining days of the week were nearly free of absenteeism.

The lengthening of daily hours to 10 had a striking effect on the daily absenteeism pattern. Monday became the low day, Tuesday somewhat higher, and the last 3 days of the week had nearly equal and very much higher losses. It is difficult to find a logical explanation for this pattern. Nevertheless, the high loss percentages are in line with the experience of the night shift generally throughout the entire 50-week period discussed earlier.

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[4] It will be noted that the general averages for the control group for the stabilized periods at various hourly schedules (cited earlier) indicate somewhat different levels than indicated on chart 11. This difference is due to the fact that the daily averages are for selected weeks only, and cover these weeks without regard to the stabilized levels.

The remarkable improvement in the absenteeism rate of the night shift during the 58-hour week is clearly shown on chart 11. The over-all level was very much lower than that for the 50-hour week. But Saturday was the high day. In this respect the patterns of both night and day shifts coincide—the sixth day had the highest absenteeism loss during the week. An important difference was that the rate for the day shift was twice as high as that for the night shift. This probably was due to the fact that the night shift's last night during the week ended Saturday morning, giving the men all day Saturday to attend to personal affairs. The day shift had no such free time during the workweek, and the men had to take time out if they wanted to attend to personal affairs.

The fact that pay day was on Friday may also have had a bearing on the higher absenteeism rate on Saturday.

## *Case Study No. 4—Engine Manufacture*

### SUMMARY

This plant produced small heavy-duty gasoline engines ranging from 3 to 9 horsepower. The work was medium-heavy and consisted primarily of the operation of a large variety of metalworking machines. The operators exercised considerable control over the speed of these machines, so that the work was partly man-paced. All work was paid at piece rates.

The 40-hour, 5-day week was followed by a 48-hour, 6-day week. Then the 5-day week was reestablished to give the men a 2-day week end, but weekly hours were maintained at 47½ by increasing daily hours to 9½. Subsequently an 8-hour Saturday was added for a weekly total of 55½ hours.

The addition of a sixth day of 8 hours resulted in an increase in production which was in direct proportion to the increase in hours. (A study of similar machining operations on shells at one of the Government arsenals 2 years earlier yielded the same results.) The substitution of a 9½-hour day for the 8-hour day and the dropping of the sixth day, however, did not alter the output level. The performance of the plant was equally good under either level of longer hours.

This result, however, must be judged in the light of management's claim that the workers held back during the 40-hour week because of fears of reductions in piece rates. If this claim is correct, it is very likely that the output level during the 9½-hour day would have been lower, and decidedly so during the 6-day week.

There was little difference in absenteeism rates—i. e., the percentage of scheduled time lost because of absenteeism—during the 5- and 6-day weeks, as long as daily hours remained at 8. But when daily hours were raised to 9½, the absenteeism loss nearly doubled. It rose still higher when a sixth day was added.

Work injuries were considerably more frequent as weekly hours were raised above 40. However, they were no more frequent at 55½ hours than at 48 or 47½ hours.

### NATURE OF WORK

The plant studied manufactures small heavy-duty gasoline engines ranging from 3 to 9 horsepower, and has been in this field for a long time. The product has changed relatively little during the last few years, but the market has changed decidedly. Prior to the war the engines were used on farms, at construction sites, and in industrial plants, but since the outbreak of the war practically the entire output has gone for the servicing of airfields. The workers in the plant, therefore, are engaged in the manufacture of a product directly related to the war effort, and are well aware of this fact.

The work in the plant is medium heavy, and is concerned primarily with the operating of metalworking machines. The weight of individual or semiassembled parts handled manually varies from 1 pound to about 75 pounds. On the average, the parts processed vary between 25 and 50 pounds. About 10 percent of the operators handle the lighter pieces, and about 25 percent handle pieces weighing 60 or 70 pounds.

Fully four-fifths of the total force operate metalworking machines. The operations are those usually found in the machining of metal: Cutting, drilling, boring, grinding, polishing, and similar processes. Except for a small group of men on automatic screw machines, the operators control the production pace. As a rule, the control is exerted directly. In the operation of automatic machines, other than screw machines, operators frequently feed a battery of machines on which the processes are of short duration. Here the operators pace the machines by preventing them from standing idle after the operation has been completed.

The only men having no control over the pace of production machines are those operating automatic screw machines, and they comprise less than 5 percent of the total force. Their function is to keep the machines supplied with stock and to hold accuracy within the prescribed tolerances.

About 20 percent of the force are on manual operations involving no machines. By far the largest proportion of these men are on the assembly line. As each operator completes his task, he slides the partly assembled engine on a waist-high, continuous bench to the man next to him. The assembly work pace is set by the "gang" on the particular line, although there is no moving belt or chain.

The other operations which are entirely manual consist of spray painting, sandblasting, welding, packing, and shipping. The first three operations are carried on in isolated compartments. All lifting of heavy parts or completed motors is done by means of mechanical hoists.

Operations are well planned and efficiently organized. At the time the survey was made the workers seemed to operate at a high degree of capacity, and there was little evidence of idle time. Management is proud of its production record, which it attributes to (1) a piece-rate system at attractive base rates, (2) efficient planning of work, and (3) capable supervisors.

### WAGE SYSTEM

As already indicated, all work is done under a piece-rate system, which has been in effect for many years. Although adjustments were made upwards when rates appeared "too tight," the company claims to follow a rigid policy of never cutting a high rate.

Piece rates have undergone considerable change during the last 3 years. Partly because of the introduction of new machines operating at higher speeds and partly because of the use of harder cutting tools which permitted speeding up of old machines, the basic hourly rates were revised upwards. This was done to compensate the men for operating more complicated and higher-speed equipment, and to encourage greater output. Another reason—and perhaps a more important one—was the necessity of increasing earnings in order to hold old operators and attract new ones under a constantly and quickly expanding production program in a highly competitive labor market.

During 1940 the average basic hourly rate was $1.00. During 1941 this average rose to $1.05. For the first three quarters of 1942 the average moved to $1.12½, and for the fourth quarter of 1942 and the first quarter of 1943 it was $1.20. In May 1943 the average rose again—to $1.30.[5]

### SHIFTS

Shifts are not rotated. Changes from one shift to another are made on the basis of individual requests by workers and are subject to seniority in service. The day shift works from 7 a. m. to 5 p. m., with a half hour for lunch. The night shift works from 5 p. m. to 2:30 a. m. but takes no time out for lunch.

Contrary to the custom in many other plants, the day and night shifts are paid the same rates. There is no night-shift bonus. Pay for Saturday work is at time and a half, and for occasional Sunday work—on bottleneck operations—at double time. This overtime schedule is observed consistently, even though weekly hours of an operator for the first 5 days of the week may total less than 40. Management adopted this rule when it discovered that men were reluctant to report for work on Saturday at regular rates.

### UNIONIZATION

The plant is a union shop. Management selects its own men, but every newcomer must join the union within 6 months after being hired. During the period of the study, the union was affiliated with the A. F. of L. On the whole, the relationship between workers and management appeared to be good. Management executives commented very favorably on the fair attitude of the union committees.

### PLANT CONDITIONS

Plant conditions are fairly good. There is no crowding, although all available space is so well utilized that it seems impossible to add more equipment without causing congestion. Plant illumination is only fair consisting primarily of overhead incandescent bulbs. There is considerable noise throughout the plant, and a great deal of noise around a few machines. Drinking fountains are few and spaced far apart. Toilet facilities are inadequate.

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[5] Twenty experienced operators were selected for a check on these averages. Their average hourly earnings closely approximated these basic rates.

There is no cafeteria or lunch counter at which men can buy warm food. Workers carry their lunches. A privately operated lunch cart moves through the plant during the middle of the morning and carries sandwiches, pie, soft drinks, milk, and candy. There is also a sort of "counter service" for a specified 5-minute period, both morning and afternoon, during which workers can buy bottled soft drinks, candy, gum, and cigarettes at the plant personnel office.

There are no organized rest periods, unless the 5-minute counter service periods may be so construed. All operations, however, cease during the day shift's half-hour lunch period.

The plant has a well equipped first-aid room and has had a full-time nurse since 1941. A doctor is called into the plant only when necessary.

### THE PERIOD STUDIED

The selection of the period studied was controlled by 2 factors: (1) The nature of the records and (2) shortages of materials. It was difficult to obtain satisfactorily detailed plant records prior to October 1940, at which time the plant was on a 5-day, 40-hour week. After September 1942, the flow of production was disrupted by shortages of materials, so that a high production pace was no longer possible. That month, therefore, marked the end point of the period studied. During the intervening 24 months, hours moved from 40 to 48, back to 47½, and finally to 55½ per week.

### SIZE AND TYPE OF THE GROUP

In October 1940 the plant employed 261 men. By September 1942 the force had grown to 700 men. All of these operators were skilled or semiskilled workers. The shortage of experienced operators was not a factor during the period studied, although it was manifest in the spring of 1943 when the data were gathered. New operators had been taken on because of good experience elsewhere, so that the performance of the group remained at a consistently high level. As the city in which this plant is located is a large center for machine industries, experienced operators were not hard to find and could be obtained and held if the level of earnings, the length of the workweek, and working conditions were acceptable to them. After September 1942, experienced operators were more difficult to obtain, and the company had to lower its hiring standards. At the present time, the employment of female operators is under consideration.

New men were put, first, on bottleneck operations and, second, on the night shift. At the beginning of the period studied, the plant operated only one shift. Most of the expansion was due to the development of the second shift.

### WORKING HOURS

Scheduled weekly hours fell into four types: (1) The 40-hour, 5-day week, which prevailed through December 1940, was followed by (2) a 48-hour week, consisting of 6 days at 8 hours; (3) the 5-day week was again established during the last week of April 1941, with daily hours raised to 9½—for a weekly total of 47½ hours—this schedule being maintained for 4 months, until September 1941, when (4) a sixth day of 8 hours was added making a weekly total of 55½ hours. The last level of hours prevailed for the remaining 13 months of the period.

## FINDINGS OF STUDY

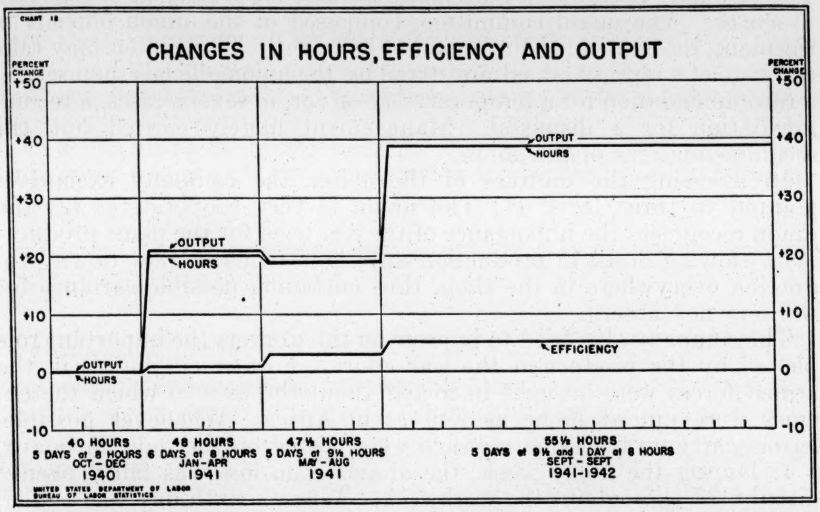
1. Efficiency was as good at each of the schedules of longer hours as during the 40-hour week. There was little difference between the performances under the various levels in excess of 40 hours.

2. The output rate was equally good at 48 hours, 47½ hours, and 55½ hours. In each instance, it was about equal to the output rate at 40 hours. In other words, in each instance output increased in direct proportion to the increase in hours. There is reason to believe, however, that output at 55½ hours might have compared less favorably if workers had not held back at the 40-hour level for fear of reductions in piece rates.

The best available measure of trends in output in this plant was the average hourly earnings for the entire group of about 700 operators in the plant. No records were available on output per man, nor had detailed weekly earnings records been retained beyond the time necessary to get out the pay roll. It was not possible, therefore, to follow a selected group of identical men through the entire period, either on a basis of production data or weekly piece-rate earnings.

CHART 18

CHANGES IN HOURS, EFFICIENCY AND OUTPUT



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As already indicated, the average hourly earnings of the plant employees were modified upward continuously during the last 3 years by changes in the basic hourly rates on which piece-work rates were established. Because the changes were definitely known, however, it was possible to recompute average hourly earnings and rule out the effects of the increases. As the actual average hourly earnings show a fairly steady rise, reflecting the practice of continuous upgrading in successive months, the adjustment was made with heavier emphasis on later months.[6]

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[6] None of the averages, actual or corrected, include additional pay for overtime.

The finding that the output rate at 55½ hours was fully as high as that at 40 hours is subject to an important qualification: it might have been lower if workers had not held back during the 40-hour week because they were afraid to exceed average hourly earnings of $1.00 per hour. When the sincerity of management was demonstrated by the lifting of base rates above $1.00 per hour, the men really tried to earn all they could. Had they done the same under the 40-hour week instead of holding back, the findings very likely would have been that the 55½ hour week was not as efficient as the 40-hour week and that the increase in total output would not have been as high as the increase in hours.

3. The time lost because of absenteeism was three times as high during the 55½-hour week as it was during the 40-hour week, as indicated by the respective rates of 5.8 and 1.8 percent. Absenteeism losses were particularly high during the summer months, reaching weekly peaks of 10 and 11 percent.

During the 6-day week, absenteeism was highest on Saturday. There was also a greater tendency under the longer workweek to supplement holidays by taking out additional time. For example, the absenteeism rate during December 1940, when the 40-hour week prevailed, was 2.3 percent. During December 1941, when hours were 55½, the absenteeism rate was 11.9 percent.

To combat absenteeism, the company utilized the union effectively. The company itself did not discipline workers for prolonged or repeated absences. The union committee, composed of the union officials in the plant, recommended the action to be taken. That action may take the form of a reprimand, administered by the union officials themselves; a recommendation for a temporary lay-off; or, in severe cases, a recommendation for a dismissal. Management merely carried out the recommendations of the union.

In assessing the motives of the union, the company executives pointed to three facts: (1) The union is very cooperative; (2) the union recognizes the importance of the war need for the plant product; (3) a slowing down in production anywhere tends to slow down production everywhere in the shop, thus curtailing possible earnings for workers not absent.

The company also tried to impress on the workers the important role played by the product in the war effort. Former employees in the armed forces were brought in to tell about the uses to which the engines were put at home as well as in Africa. Whenever possible, letters carrying the same message were posted on the bulletin board.

4. During the 5-day week, the absenteeism loss was fairly evenly distributed throughout the workweek. When a sixth day was added, absenteeism was most marked on Saturday. During the 55½-hour week Saturday absenteeism was considerably higher than during the 48-hour week, with 6 days worked under each of these schedules. The relative percentages are 7.3 and 3.6.

The reasons for the high absenteeism rate on Saturday are probably the same as those observed in industry generally: (1) The desire for a day off in order to attend to personal affairs, such as shopping, and (2) the desire to have a longer week end for rest and recreation. The reason for the high absenteeism loss on Monday related back directly to the fact that the company paid overtime rates (time and a half) for Saturday work. Employees who still wanted or needed a 2-day week end frequently worked on Saturday (at overtime rates), and took off Monday (at regular rates).

5. Work injuries were considerably more frequent as weekly hours increased beyond 40. During the fourth quarter of 1940, when the 40-hour week prevailed, there were on an average nearly 44 injuries per 100 workers per month. Practically all of these involved only first aid.

With the introduction of the longer workweek the rate of injuries increased markedly. During the first 4 months of 1941, under the 48-hour week, there were 76 injuries per 100 workers per month. With the dropping of the sixth working day, the rate decreased to nearly 70, but increased again to 71 under the 55½-hour, 6-day week.

The experience of this plant indicates that the 55½-hour week is not more hazardous than the 48- or 47½-hour weeks. On the other hand, each of these levels of hours is decidedly more hazardous than the 40-hour week.

There are two explanations for this: (1) The greater fatigue during the longer hours and (2) the speed-up in production. The fact that the rate of reported injuries was highest during the 48-hour week period (January to April 1941) perhaps may be explained by the fact that a young full-time female nurse was employed in January 1941. Prior to that time a personnel man administered first aid. It is interesting to note that the injury rate during the period with the 55½-hour week—beginning 9 months after the nurse was employed—was lower than that during the first 4 months of 1941, in spite of the longer daily and weekly hours. The change cannot be attributed to more strenuous safety activities.

In terms of the 40-hour week, the injury experience during the 55½-hour week was nearly two-thirds again as severe: whereas hours increased by nearly 39 percent, injuries increased by 63 percent.

## *Case Study No. 5—Welding Shop*

### SUMMARY

The operations studied were those of a welding shop of a Middle West plant manufacturing large machinery.

The work of the welders was fairly hot and heavy. It was entirely man-paced. All work was done under a premium incentive-wage system under which each man was paid as premium his proportionate share of the hours saved from the established time standards.

Owing to a shortage of welders—created by enlistments and draft into the armed services—three shifts at 8 hours each for 6 days a week gave way to two shifts at 10 hours each for 5 days with 8 hours on Saturday. Total weekly hours thus were increased from 48 (actually 45, because of the half-hour lunch period) to 58.

Welders were as efficient during the 58-hour week as they had been under the 45-hour week. This result undoubtedly was influenced by the fact that the men were directly engaged in war production and were continuously reminded of that fact by management.

Under the longer workweek, absenteeism was about two-thirds again as high as it had been under the 45-hour week, the respective percentages of scheduled man-days lost being 6.9 and 4.2.

It should be noted that this increase followed a lengthening of daily hours rather than the addition of an extra workday.

Weekly output increased by 25.7 percent when hours were increased by 28.9 percent. Under the longer schedule of hours, each hour resulted in 3.2 percent less production than under the shorter schedule.

As the hourly efficiencies were the same under both sets of hours, the decrease in output was directly due to the increase in absenteeism.

## NATURE OF WORK

The department studied is the welding shop in a large machinery manufacturing plant in the Middle West. The shop handles the erection and welding of large metal parts, many of which require weeks for completion. The entire plant was engaged in war production and the workers were well aware of this fact.

The work in the welding shop is fairly heavy and hot. Because of the danger of flying sparks, welders are required to wear heavy protective clothing even during hot summer weather.

All of the work is man-paced. Metal parts are lifted into place by two or more men when not too heavy and by mechanical hoists when they cannot be lifted manually. They are then clamped into place and welded. The process usually involves climbing up and around the framework and requires considerable agility. As all the work is carried on in a large shop which is open on one side and well ventilated on others, there is relatively little danger or discomfort from welding fumes.

## WAGE SYSTEM

The welders work on a premium wage system. Time standards are set on group tasks, and each welder shares in the premium in proportion to the hours he spent on it. The men move about from job to job—as several jobs are usually under way at one time—and keep track of their time on each. The welders are paid in full for the time they save below the established standard.

The welders are paid on a straight hourly basis, averaging about $1 an hour. No premium is paid until a task is completed. Consequently, the semimonthly earnings vary considerably and are particularly high when a premium falls due on a job which extended over a considerable number of weeks. In the interim, men are paid at straight hourly rates.

No welder is permitted to participate in the premium system until he has been in the shop a minimum of 2 weeks, regardless of his experience elsewhere. The effect of this requirement is to safeguard the premium earnings of the regular welders, whose time savings below the set standard otherwise might be offset by the shortcomings of new men not accustomed to the work.

As there has been no liberalization in time standards during the last few years, the performance of the shop, employing about 275 welders, is a good indication of the efficiencies of the welders under various patterns of daily and weekly hours.

Time and a half is paid for all overtime. In addition, there is a 2½- to 5-percent bonus every 3 months based on the over-all plant output. The bonus is paid on each man's total earnings, including overtime and premium pay.

When the plant operated three shifts of 8 hours each, the second shift received an hourly bonus of 7 cents, and the third shift, 11 cents. When the three-shift system was abandoned in favor of a two-shift system in November 1942, these differentials remained unchanged. As a result, the second shift receives a bonus of 7 cents per hour from 7 p. m. to 11 p. m., and 11 cents per hour from then until 5:30 a. m. The second shift, therefore, receives a bonus of 94 cents per day.

The company also has a paid vacation plan for hourly employees, based on length of service. The number of days vary between 2 and 10.

### SHIFTS

Shifts are rotated once every 3 weeks. The day shift begins at 7:30 a. m. and quits at 6 p. m. The second or night shift works from 7 p. m. until 5:30 a. m. A half hour is allowed for lunch.

Prior to this arrangment, shifts were from 7 a. m. to 3 p. m., 3 p. m. to 11 p. m., and 11 p. m. to 7 a. m.

The analysis of the time cards for 70 welders indicates clearly that there is a considerable interchanging of shifts among the men. The welding-shop foreman permits the welders to make their own arrangements if they find it necessary or desirable to deviate from the established shift routine.

### UNIONIZATION

The plant is not unionized. There is neither an independent nor an affiliated union.

### PLANT CONDITIONS

Working conditions are good, considering the type of work performed in the welding shop. There is plenty of room, as there necessarily must be in the construction of large and heavy units.

The men have a half-hour lunch period and carry their lunches. Cold drinks and cigarettes are obtainable at a stationary canteen. A traveling canteen passes through the shop during the middle of each half of the workday. Smoking has been permitted since the middle of 1942. Obviously, smoking does not provide an additional fire hazard. The liberalization of the earlier no-smoking rule was made because it was found that the men left their jobs in order to smoke. The new rule saves time.

Although there are no organized rest periods, the men take time out for a smoke occasionally or to consume some refreshment. The drive for good production speed is supplied by the desire of the men to earn premiums. Each group sees to it that every member does his fair share.

The plant has a well equipped first-aid room and a full-time nurse. An examination of the nurse's records indicated, however, that few of the first-aid cases from the welding shop reached the first-aid room, and further checking revealed the fact that the shop foreman provided first aid for his men. The existing injury records consequently proved useless for analysis.

## HOURS AND SHIFTS

During all of 1942, prior to November 1, the welding shop was on a 45-hour schedule, with 6 days of 7½ hours each. The shop worked around the clock, having three shifts. But gradually enlistments and drafts into the armed forces curtailed the number of welders to such an extent that three full shifts became impossible. As it was difficult to obtain trained male welders, the shop went to two shifts consisting of 10 hours each, with 8 hours on Saturday. The 45-hour week was replaced by the 58-hour week in November 1942.

## FINDINGS OF STUDY

1. The welders studied were as efficient under the 58-hour schedule as they formerly had been under a 45-hour schedule.

The only practical measure of the efficiency of the welders in this shop, numbering about 275, is the so-called base hour. This is a measure of the number of work-minutes earned per hour during the month by the entire group of welders. In arriving at this base hour, however, the minutes earned include the total time savings on every task completed during the month. Thus, if 50 hours are saved on a task begun in October but completed in November, the October record will be credited only with the actual hours worked on this task, whereas November would be credited not only with the time worked on the task during this month, but with the 50 hours saved as well. The base-hour rates, therefore, reflect efficiency best when averaged over a fairly long period of time.

During the 9 months of 1942 under the 45-hour week, the efficiency rates, expressing the ratio of the base hour to the 60-minute hour, averaged 121.1. In other words, the welders produced slightly more than 21 percent above what the standard called for and received full pay for the time saved at their individual hourly rates.

The effort of the men is undoubtedly influenced by the knowledge that they are directly engaged in war production. Some of their work, for instance, was slated to be built into battleships, and management takes pains to have the men appreciate this fact fully in order to spur them to high output levels.

2. The absenteeism loss during the longer hours was two-thirds again as high as under the shorter hours.

No absenteeism or attendance records were available for the department as a whole. To check the comparative experiences under the 45- and the 58-hour schedules, the time cards of 70 individual welders were traced through a 7½ month period, from August 1, 1942, through March 15, 1943. During the first 3 months the schedule called for 45 hours per week, and during the last 4½ months, for 58 hours.

In terms of man-days scheduled to be worked, 4.2 percent of working days were lost during the 45-hour week. In arriving at this percentage, lost days were computed on the basis of the number of working days scheduled during each semimonthly pay period. If a man worked on Sunday but absented himself on a weekday, that absence was not counted. In other words, if a period contained 13 scheduled workdays and a welder put in 13 days, no absences were charged against him even though he absented himself on a scheduled weekday and worked on a Sunday.

Under the 58-hour schedule, the percent of scheduled man-days lost averaged 6.9. The absenteeism loss under the longer schedule exceeded that of the shorter schedule by nearly two-thirds.

It is to be noted that this increase resulted from the lengthening of daily hours and not from the addition of an extra workday per week.

3. During the longer workweek, absences because of alleged illness more than doubled.

The reasons for absenteeism were shown on the time records of individual workers. They were grouped into three classes: (1) Work injuries, (2) alleged illness, and (3) personal reasons. In comparing the relative experiences during the 45- and the 58-hour periods, it is well to bear in mind that the illness percentages are based on the employee's claim upon return to work. It is not unlikely that the increases in illness may, in fact, contain a sizable proportion of absences for personal reasons. They do not necessarily reflect decreased resistance to disease because of accumulated fatigue, although that may have been a factor. The most significant measure appears to be that of purely personal needs or convenience, admitted as such by employees upon their return to work. Some of these absences, on the other hand, may have been due to the need for longer relaxation and rest periods under the heavier hourly schedules. It was impossible to obtain an accurate classification; the following data are, therefore, presented as indications of trend, rather than as specific statistical measures.

During the 45-hour week, 2.7 percent of the total man-days scheduled were lost because of personal reasons. During the 58-hour period, the average loss was 3.6 percent, an increase of exactly one-third.

A still larger increase is indicated for absences because of alleged illness. Under the 45-hour schedule, only 0.7 percent of the scheduled man-days were charged to this reason. During the longer schedule, the percentage more than quadrupled, to an average of 3.1. Time lost because of work injuries was 0.7 percent at 45 hours, and less than one-half of 1 percent at 58 hours. As the latter result appears very illogical in the absence of any significant changes in the shop's safety program, it seems best to combine the losses from injury and illness in the comparison of the two periods. The change then represents an increase from 1.4 to 3.1 percent.

4. Output increased almost in proportion to the additional hours worked. The slight lag of the increase in output behind the increase in hours, about 3 percent, appears to have been due almost entirely to a higher absenteeism loss.

Considering the type of work performed in the welding shop, it was not possible to base a measure of output on the actual number of pieces completed under the two sets of hourly schedules. Each piece had to be made on the basis of specifications developed particularly for it. The best measure of output, therefore, was the output index, composed of the elements of scheduled hours, the percent of such hours actually utilized (reflecting the loss because of absenteeism), and efficiency. The formula may be put in the following form:

Output index = Scheduled hours × (100 percent − percent of time lost through absenteeism) × Efficiency rate.

Applied to the 45-hour week, this formula yielded an index of 52.2. For the 58-hour week, the index was 65.6. For an increase of 28.9 percent in hours, output increased 25.7 percent. Stated in another way, workers under the longer schedule of hours were 96.8 percent as effective as at the shorter hours.

As the efficiencies at each of the two levels were about the same, the difference in output can be attributed to only one factor—the greater time loss because of absenteeism under the longer hours. It will be recalled that absenteeism under the 48-hour schedule accounted for 4.2 percent of lost time, and under the 58-hour schedule for 6.9 percent—a difference of 2.7 percent.

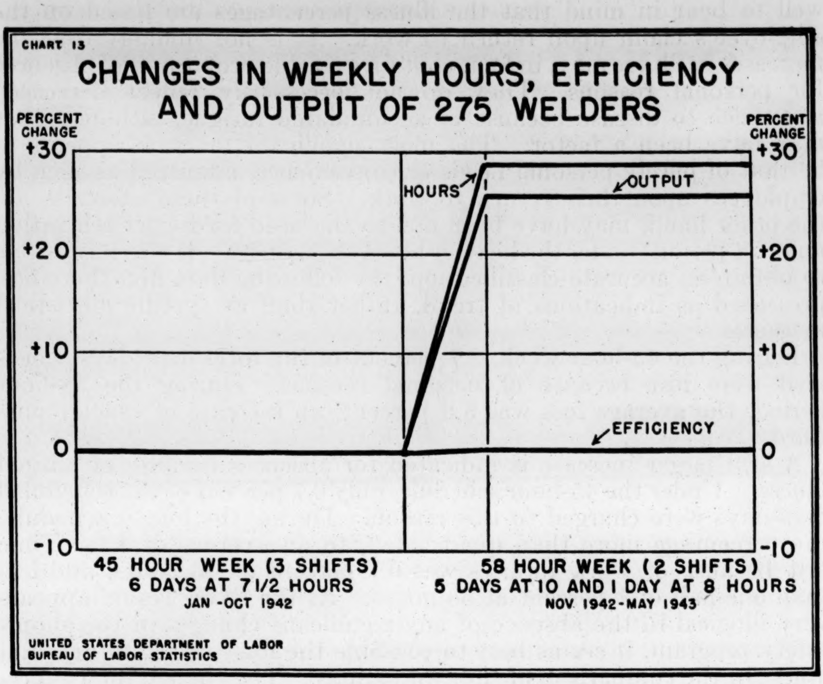

CHART 13

CHANGES IN WEEKLY HOURS, EFFICIENCY AND OUTPUT OF 275 WELDERS

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## *Case Study No. 6—Metal Parts*

### SUMMARY

This plant was engaged in the processing of a large variety of metal parts, most of them small and light. A heavy proportion of the workers were women. The work, for the most part, was light bench work. All employees were paid at hourly rates. Efficiency records were kept of each worker on the basis of established production standards and were used as the basis for promotions. Workers were required to meet their quotas, which had been set fairly "tight."

Because of the erratic working schedules followed in this plant, owing to an irregular flow of orders, the analysis of the effects of various hourly levels was severely limited. It was possible, however, to compare the performances of men and women in several departments.

The study showed that women were considerably more efficient than men at light machine operations which required rhythmic and fast handling of light parts. On the other hand, men were more effective at automatic screw machines, at which work was entirely machine-paced, and at which the operator's output depended on keeping the machines going all the time and maintaining them to close tolerances.

The first shift was the most efficient, and the third shift the least efficient. This was true of both women and men. (Shifts were not rotated.)

At this type of light work, women were as efficient during a 10-hour day as during an 8-hour day, working 6 days per week under either schedule. This was ascribed by the supervisor to the fact that a steady rhythm for the day was reached after an initial warming-up period, and that this rhythm could be maintained satisfactorily for the remainder of the 10-hour day. What slowing-down occurred during the last few hours of the day was balanced by spreading the warming-up period over a longer workday.

No satisfactory records were available for a measure of absenteeism under the various hourly schedules.

## NATURE OF WORK

This plant is located in the Midwest and is engaged in the processing of a large variety of metal parts. During the period studied, nearly all products went for war purposes. The types of processes studied are indicated separately in the discussion of each of the departments surveyed.

## WORKING HOURS

About 70 percent of the total force of approximately 9,500 workers is composed of women. As a rule, these women work 45 hours a week, 6 days at 7½ hours each. Operations are carried on "around the clock," with three shifts. Because of management's desire to let female employees reach their homes by midnight, relatively few women are employed on the third shift.

Hours for men are much less regular. Some work 45 hours per week, others between 55 and 66. Hours for individual workers vary considerably. The supervisor of each department follows time schedules which enable him to get out the required production. During the period studied, the irregularity of working schedules increased as manpower shortages grew more severe. In some departments scheduled hours indicate a minimum, and individual workers are encouraged to put in as much overtime as they can whenever possible.

Most departments have a half-hour lunch period, frequently paid for by the company. Women usually are allowed an additional 15-minute rest period during the middle of each half of the workday; men are allowed 10 minutes. In some departments an organized rest-period schedule is followed. In others, workers take time out as they feel the need for a break. (There were no indications that this privilege was abused.)

In order to avoid taxing street-car facilities beyond capacity, working schedules are staggered for different departments. There are 22 different starting times during the day.

Although colored workers, mostly females, were being hired in increasing numbers during the period of the survey (summer of 1943) very few were employed during the period studied, which extended from the middle of 1942 to the middle of 1943.

### WAGES

All plant employees are paid on an hourly basis. There are no wage incentives of any kind. Wage raises and promotions are based partly on daily efficiency ratings, which in turn are based on production standards established by means of time studies. Workers are required to meet their quotas, which generally are fairly "tight." Learners are given several weeks before being required to meet the established standards. The wartime uses of the products being manufactured are called to the workers' attention at every opportunity. Frequently machines carry pictures of the completed product for which the part being processed is destined.

Hourly rates vary from about 61 cents for learners to $1.35 for skilled operators. Men and women receive the same basic rates on the same operations. Overtime rates are one and one-half times the regular rates. Shifts are not rotated. The second and third shifts receive a 10-percent premium. Except for individual transfers, workers remain on the specific shifts for which they were hired.

During the period studied the plant was an open shop. In the middle of 1943 a plant election designated a C. I. O. union as the sole bargaining agency.

### WORKING CONDITIONS

Most of the departments—housed in two separate buildings—are well lighted and ventilated. There is considerable noise in some departments, although the noise is not of great volume. Floors are kept clean and most of the equipment is modern.

Washroom and locker facilities, however, are generally only fair, and occasionally poor. They are insufficient in number, not very clean, and frequently badly lighted. The number and position of lockers is dependent on available space—which is scarce—and consequently they are crowded and often located in opposite ends from the washrooms.

A small cafeteria, operated by a concessionaire, is entirely inadequate and cannot possibly service more than a small fraction of the force. Most workers carry their lunches and depend on the cafeteria primarily for hot coffee, which is available also through a traveling canteen. These "lunch and coffee" wagons also serve sandwiches, pie, and cold drinks.

### TURNOVER

In spite of a high level of morale, turnover in the plant is very high According to plant officials, a rate of 30 to 40 percent was not uncommon, and occasionally levels of 60 or 70 percent were reached in individual departments.

Men were frequently lost to the armed services, and many housewives, lured by high earnings, frequently did not find factory work to their liking or left because of inability to carry on housework for their families along with working a full shift in the plant. Another reason for the high turnover is better wages offered by other concerns. Occasionally workers accepted employment, worked through the training period, and then quit to take better paying jobs in other plants. The labor market in this city is decidedly a "seller's market."

Although most of the turnover was due to "quits," a considerable number of the separations were regarded by the company as "discharges." When workers absented themselves for a period of a week without notifying the company of their intentions to quit, they were considered discharged. Some of these even failed to return to claim earnings due them.

## ABSENTEEISM

The records for the period studied were not adequate to permit an accurate measure of absenteeism. Many workers who had quit without so notifying the company, for instance, were counted as absent until it was decided to drop them from the pay roll. As the number of such absentees was considerable, no accurate measure of absenteeism was possible. Nor were the individual records of workers in such condition as to permit of a fair conclusion in regard to employees who stayed with the company throughout the period studied.

Although workers who absent themselves from their scheduled shifts are supposed to notify their supervisors, or the personnel department, few do so. There are no checks on absences by means of telephone or nurse's visits. Upon return to work, however, employees are required to sign an absence card, stating the reason for the absence. The company also uses poster and pay-envelope reminders, but at the time of the survey an effective method of decreasing absenteeism, or even halting the upward trend, had not been found.

## HEALTH AND SAFETY

A well equipped first-aid room and trained nurses provide immediate service for minor injuries. Disabilities requiring more than first aid are turned over to physicians in attendance.

The medical department records the diagnosis and treatment of each case on an "introduction slip" given to the worker by the foreman. The original copy is sent to the safety department and the duplicate is returned to the foreman.

Frequently workers refuse to return for further dressings, regarding the obtaining of introduction slips from their foremen as "blots on their records."

Although the safety department believed the injury frequency for the plant to be below the average for the industry, records were not available for a statistical check. As computed by the safety department, the frequency rate for 1942 was 4.3, which certainly indicates good safety performance.

The company furnishes safety equipment at cost, but its use is optional. Eye tests and prescription goggles are available to employees, but are used infrequently. On the other hand, safety shoes are very popular—because no ration coupons are required for their purchase.

New employees are lectured on safety during their training periods. Safety films are exhibited as space, time, and lighting permit.

An interesting commentary on complications injected into the safety problem through the large-scale introduction of women was furnished in one of the departments studied. Two women had been hurt seriously when their hair was caught in revolving machinery. The company ordered protective caps which were to be worn by women machine operators. The women refused to wear them, however—because they were all of the same color. Not until the company had ordered a supply in various colors, from which the women could make their selections, could they be induced to comply with the safety requirement.

## FINDINGS OF STUDY

The data given cover five departments and relate to efficiencies at various levels of weekly hours. Comparisons are possible for shifts and by sex of workers. It was not possible to obtain measures of absenteeism and output.

### *Departments A, B, and C*

These departments are presented as a unit because the work in them is very similar. Two of them, in fact, are next to each other and are under the supervision of the same foreman.

The work in each of these three departments is entirely man-paced and consists essentially of light machine operations. The pieces handled vary in weight from a few ounces to about 1 pound. As a rule, an operation consists of picking up a part, fitting it into the machine, operating a hand lever or foot pedal of the machine, and removing the processed part. Many of these operations move very quickly and involve the maintenance of a steady work rhythm.

The findings for the three departments may be summarized as follows:

1. Women were more efficient than men at light machine operations which involve rhythmic and fast handling of light parts.
2. The first shift was usually the most efficient and the third shift the least efficient for both men and women. The data for women workers in department C run counter to the findings for departments A and B, but the reason for this could not be ascertained. Working conditions and supervision for departments A and C are identical.
3. At this type of work a 60-hour week and 10-hour day for women is as efficient as the 45-hour week and 8-hour day. In fact, the efficiencies at the higher hourly levels were slightly better. This was ascribed by the supervisor to the fact that a steady rhythm is reached after a warming-up period at the beginning of the day, and that this rhythm can be maintained satisfactorily for the remainder of a 10-hour day. In department C, each of the three shifts at the longer hourly schedule had a higher average efficiency than during the shorter schedule.

For men, working up to 11 hours per day, this does not seem to be the case. Data are available only for the 19 men studied on the day shift in department C. Here the efficiency level during the 45–66-hour week (97.6) was slightly lower than that for the 45-hour week (99.1).

### *Department D*

This department processes small parts for aircraft engines, such as bolts, studs, nipples, screw bushings, set screws, plugs, nuts, and adaptor bolts. As a high degree of precision is required, emphasis is on accuracy rather than speed. As a consequence, time standards are very liberal.

The work is man-paced and consists, for the most part, of machine operations controlled entirely by the operator. Typical operations are drilling, grinding, tapping, threading, cutting out slots, polishing, burring, counterboring, and countersinking.

The period studied extended from September 1942 through July 1943. Men worked a 45-hour week through November 1942, from 55 to 66 hours from December 1942 through May 1943, and 60 hours during the months of June and July. Women remained at 45 hours throughout the entire period.

Of the 58 men studied, 24 were on the first shift, 14 on the second, and 20 on the third during the 45-hour week. During the longer workweek, consisting first of alternating 5 and 6 days at 11 hours, and later 6 days at 10 hours per day, only 2 shifts were operated, with 30 men on the first shift and 28 on the second.

The 29 women were evenly divided among the shifts, with 10 on each of the first and second shifts and 9 on the third.

The findings are given below:

| | | *Efficiencies by shifts* | | |
|---|---|---|---|---|
| | *All shifts* | *First* | *Second* | *Third* |
| Men: | | | | |
| 45-hour week | 101. 3 | 101. 5 | 101. 2 | 100. 9 |
| 55–66-hour week | 101. 6 | 101. 8 | 101. 3 | ----- |
| 60-hour week | 102. 3 | 103. 3 | 100. 9 | ----- |
| Women: | | | | |
| 45-hour week | 103. 3 | 103. 6 | 102. 9 | 103. 0 |

These data may be summarized as follows:

1. At light and simple machine work requiring great accuracy, women are more efficient than men. This is true for the groups as well as for each shift.

2. For men, efficiency is as high during an 11-hour day as during a 10-hour day, although there is some indication that—for the day shift at least—a 10-hour day is slightly better. The data for the 60-hour week, however, do not cover a long enough period to justify a definite conclusion. As in the case of the three departments already discussed, the work involves a warming-up period and the maintenance of a rhythm. In department D, however, the rhythm is slower because of the greater accuracy required.

3. There is relatively little difference between the shift averages of men or women during the 45-hour week. The slight differences tend to reenforce the point made in connection with departments A and B, to the effect that the first shift has the highest and the third shift the lowest efficiency level. The fact that there is so little difference probably is due to the nature and tempo of the work.

### *Department E*

In sharp contrast with the work in departments A, B, C, and D, that in department E is entirely machine-paced. All work is done on automatic screw machines.

The raw bar stock ranges from ¾ inch to 2½ inches in diameter and from 250 to 500 pounds in weight. Railroad cars bring the stock to the plant, where it is loaded onto trolleys. From these the stock is fed to the "first operation machines," which perform as many as six operations. Practically all of these machines are operated by men.

The processed parts then move to the batteries of "second operation machines," operated by women. These machines not only work on smaller stock, but also perform only two or three operations.

The work on both sets of machines is fully automatic. The operator's task is to keep the machines fed, gauge finished pieces, adjust the die sets, regulate the flow of cutting oil, and generally watch the performance of the machines.

Men work two shifts of 11½ hours each. Off days are staggered so that a man may work from 4 to 6 days per week. Women work three shifts of 8 hours each.

There are neither rest periods nor lunch periods at these machines, as there is considerable waiting time during machine operations. The equipment is modern. There is relatively little noise, and lighting is good.

The period studied extends from December 1942 through May 1943. Of 28 male operators, 14 were on each of the two shifts. The 39 women operators were almost evenly divided, with 12 on the first shift, 13 on the second, and 14 on the third.

The following statement presents the findings for this department:

| | *Efficiencies by shifts* | | | |
|---|---|---|---|---|
| | *All shifts* | *First* | *Second* | *Third* |
| Men: 46–69-hour week | 101. 9 | 100. 1 | 104. 2 | ----- |
| Women: 45-hour week | 98. 9 | 96. 4 | 99. 6 | 100. 3 |

The findings for this department are in direct contrast with that of the other departments already discussed.

1. As operators of automatic multiple screw machines, men are more efficient than women. The average efficiency level for all men was 101.9, while that for all women was 98.9. This finding holds for the individual shifts as well.

2. For men, working 11½ hours per day, the second shift's performance level was superior to that of the first shift. For women, working 8 hours per day, the third shift had the best and the first shift the lowest efficiency level. The second shift's average, however, is not much below that of the third.

Without additional study of similar operations, the relative performances of the various shifts cannot be held to be typical of this kind of work. The possible explanation that seasonal heat during the day might have influenced the lesser performances of the first and second shifts does not hold here because the period surveyed does not cover the summer months.

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UNITED STATES DEPARTMENT OF LABOR
Frances Perkins, *Secretary*

BUREAU OF LABOR STATISTICS
Isador Lubin, *Commissioner* (on leave)
A. F. Hinrichs, *Acting Commissioner*

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# Studies of the Effects of Long Working Hours

## (Part 2)

By

**MAX D. KOSSORIS**
Bureau of Labor Statistics

*Bulletin No. 791–A*

# Letter of Transmittal

United States Department of Labor,
Bureau of Labor Statistics,
*Washington, D. C., October 17, 1944.*

The Secretary of Labor:

I have the honor to submit herewith Part 2 of the Bureau's studies of the effects of long working hours. Part 1 (published as Bulletin No. 791) covers the first 6 plants surveyed, and Part 2 includes reports on 6 additional plants. Other reports will be submitted as further surveys are completed. This report was prepared by Max D. Kossoris, of the Bureau's Division of Industrial Hazards. The collection of data in the plants was under the supervision of R. F. Kohler.

The summary of 12 plant surveys presented in this bulletin appeared in the October 1944 issue of the Monthly Labor Review.

A. F. Hinrichs,
*Acting Commissioner.*

Hon. Frances Perkins,
*Secretary of Labor.*

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*Bulletin No. 791–A of the*
*United States Bureau of Labor Statistics*

# Studies of the Effects of Long Working Hours

## (Part 2)

### *Summary of 12 Plant Surveys*

Studies by the Bureau of Labor Statistics of the effects of long working hours in 6 additional plants corroborate and shed further light on the tentative conclusions drawn from the first 6 plant surveys.[1] It appears that hours worked beyond 40 or 48 per week result in additional output, but at the price of continuous decreases in efficiency and marked increases in absenteeism as hours rise. A point is finally reached at which the longer work schedule is no more productive, and actually may be less productive, than a shorter work schedule. With few exceptions, the longer working time in the plants studied resulted in a general slowing down, not only during the added hours but throughout the entire workweek.

Another point illustrated by the survey of the additional plants is that the 7-day week, as a steady program, is uneconomic and may actually result in less production than the 6-day week.

Among the 12 metalworking plants studied, the operations varied from foundry and forge-shop work to bench operations which required the processing of metal parts weighing as little as one ounce. There was no intention to study metalworking operations exclusively; it simply happened that long working hours were found most frequently in these industries. The material worked, however—whether metal, or wood, or leather, or paper, or any other substance—is of no great significance. Given the same types of exertion requirements, control over speed, and wage incentives, the work performance under the same hours schedules will probably follow much the same patterns.

#### HOURS IN RELATION TO OUTPUT

The surveys make clear that there is no such thing as an "optimum hour schedule" for all of industry. What appears to be a satisfactory schedule of hours for a plant with light machining operations may be economically wasteful in a foundry. Further, there is a marked difference in the performance of men working under wage incentives and those working at straight hourly rates without any kind of wage incentive. Much depends on the type of work and the requirements it exacts from workers, the degree to which workers can control the speed of operations, and the incentives which motivate them—whether volume of pay, participation in the war effort, labor relations, or working conditions generally.

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[1] See Bulletin No. 791: Studies of the Effects of Long Working Hours. (Part 1.)

The available evidence indicates that, on the whole, the 5-day week and 8-hour day are more efficient than a work schedule with longer hours. That does not mean, however, that longer hours are not productive. There is little sacrifice of efficiency, for instance, if a sixth day of 8 hours or less is added.

The sharper break comes when daily hours are raised from 8 to 9½ or 10 or 11, provided the workers operate under an incentive-wage system. The primary effect of this lengthening of daily hours for workers on the day shift, when the 5-day week is maintained, is to wipe out the midweek spurt. The analysis of daily production patterns in several plants under a 40- or 48-hour schedule shows a building up of hourly efficiencies toward a peak on the third and fourth days of the week, with a slight drop thereafter. When daily hours were lengthened to 9½ or more, however, this peak disappeared. The production curve for the successive days of the week flattened out, and any one day was about as good as any other day. When a sixth day was added, the line of production remained flat, but dropped to a lower level. The data indicate clearly that workers adjust themselves to longer hours by slowing down, not because they want to, but because they have to.

For workers on the second or night shift, the pattern is somewhat different. Their daily efficiency performance under the 8-hour day and 5-day week looks much like that of the day shift on the 10-hour day. There is practically no midweek spurt, and production tends to flatten into a fairly level line. The reason for this appears to be that these workers are somewhat tired when they come to work, having been up for some hours and probably at work around home. In any case, they are not so refreshed when they come on the job as the men on the day shift who have their leisure hours after, not before, the day's work. When a sixth day is added to stretch the week to 58 or 60 hours, the result is likely to be a steady decline in the efficiency level, day after day, with the peak points on Monday or Tuesday, at the very beginning of the week.

These "fatigue patterns" furnish a reasonably accurate basis for anticipating, for incentive-wage workers, the result of changing (a) daily hours from 8 to 10, or from a 40-hour week to one of 50 hours, and (b) from this level to a still higher one, by adding a sixth workday. The first change may cause a decrease in efficiency of about 5 percent; and the second, of 7 to 10 percent if hours do not exceed 58 or 60, but may be as high as 20 percent if hours reach 66.

For men on straight day-work rates, the lengthening or shortening of hours seems of considerably less significance. This was observed in two foundries. In one, daily scheduled hours remained at 10, but the sixth day was dropped. In the other, daily hours during a 6-day week were raised from 8 to 9½. In each plant the hourly efficiency level remained essentially unchanged under the different levels of hours. Apparently the pace at the shorter hours was not so fast that the addition of extra hours caused a slowing down; nor did the shortening of hours bring about any quickening of the work tempo.

In plants in which work was light or very light, the general tendency for workers under incentive systems, and with weekly hours ranging between 55 and 58, was to produce about a 2-hour volume of production for every 3 hours added above 48 per week (i. e., 6 days at 8 hours each). When work was heavy, as in foundries, the ratio was more nearly 1 hour's additional output for every additional 2 hours worked. One reason for this was the greater need for rest pauses.

The studies included two plants in which shorter hours were found to result in a volume of output as great as or greater than was the case under longer hours. In a forge shop, where the work was both hot and heavy, a 52-hour week was found to be as productive as a 58-hour week. In a shell plant, in which morale was excellent and the work medium heavy, the lengthening of daily hours from 8 to 10 for the day shift and 11 for the night shift, and of weekly hours from 40 to 60 and 66, had such unsatisfactory results that the plant eventually changed to a 48-hour week. The average increase in output under the longer schedule was only about 7 percent above that for the 40-hour week—a result which could have been achieved easily by increasing weekly hours from 40 to 43 or 44. The additional 20 hours were sheer waste of time.

The experience of one plant which had operated extensively on Sundays under a 7-day weekly schedule demonstrated the undesirability of continued Sunday work. While remaining on the 8-hour day, this plant worked a 7-day week for over a year. It then dropped out every third Sunday, later every other Sunday, and finally every Sunday. The analysis of this plant's performance shows that efficiency was lowest during the 7-day week, and highest during the 6-day week when no Sundays were worked at all, and that efficiency mounted as additional Sundays were dropped. The data indicate that efficiency was about 36 percent better and total output about 13 percent greater during the shortest work schedule. In terms of this performance, the 7-day week amounted to 8 days' pay for 5 days' output. The 30 identical operators traced throughout the entire period involved in these changing schedules actually produced one more day's output during the straight 6-day week than they formerly produced during the 7-day week.

### HOURS AND ABSENTEEISM

The relationship between longer hours and absenteeism was found to be the same in nearly every instance: as hours increased—whether daily or weekly—absenteeism increased. In most cases the reason could not be determined from plant records. Some of the data suggest a higher incidence of illness. In some instances it was quite clear that workers wanted or required more time for leisure or to attend to personal matters. It is also likely that the strain of longer hours and the fact that the weekly pay envelope was higher than it had been for years combined to induce workers to pay more attention to their health and well-being. The fact that workers were limited in the items their money could buy was also cited by some plant executives as a reason why men took more time out, or why they absented themselves for reasons which they would not have heeded under shorter work schedules and with smaller earnings.

As a rule, absenteeism was higher for the night shift than for the day shift under the longer work schedules. This was particularly true of women, whose absenteeism rates generally exceeded those of men.

In the absence of effective safety programs, work injuries tended to occur relatively more frequently under longer hours. In one plant they occurred only one-third as frequently when the daily hours were reduced from 10 to 8. Where plants had good, active accident-prevention programs, the lengthening of hours did not bring about a disproportionate increase in work injuries.

Women were found to be more efficient than men at light, repetitive and rhythmic operations requiring nimble fingers and little physical exertion. On the other hand, men were superior on machines which required close adjustments or which were complicated.

The merit of an incentive-wage system as a spur toward greater production was well observed in a foundry. It was found that the change from day-work to piece-work rates resulted in slight increases in output even when hours remained at 10 per day and 58 per week. The result was dramatic when the introduction of the incentive coincided with a reduction in weekly workdays from 6 to 5, even though the 10-hour day was maintained. Output during the shorter workweek was 13 percent greater than it formerly had been under the 6-day week. In terms of the production level which had prevailed during the longer workweek, the men—at piece rates—produced as much in 5 days as they formerly had in 7 days without a wage incentive.

## *Case Study No. 7—Machining Metal Parts*

### SUMMARY

Man-paced machining processes on light metal parts were studied in a modern, air-conditioned plant in the Middle West. There was no observable resting time on the part of the operators during the machining processes.

The wage-incentive system in this plant provided for stratified hourly rates, depending on the average output level of the employee. As the worker reached specified output levels, he automatically qualified for a higher hourly rate.

During the year studied (1943) the plant operated on two schedules of hours: A three-shift system with 7½ hours per shift (and a half-hour lunch period) for 6 days a week; and, subsequently, because of labor shortages, a two-shift system with a total of 55 hours per week for the day shift and 57 hours for the night shift. Shifts were not rotated.

The performances of 311 identical operators, 263 of whom were women, were traced throughout the entire year.

During the longer work schedule, the hourly efficiency of the entire group dropped 5 percent below that of the shorter workweek. The drop in efficiency of the night shift was nearly twice that of the day shift. The relative losses were 6.5 and 3.5 percent. The efficiency level of women workers on the night shift dropped still more—8.7 percent. For the entire group of women on both shifts, efficiency was 6 percent lower than at the shorter hours.

Time lost because of absenteeism was 50 percent higher during the longer hours. There was little difference between the two shifts, or between men and women.

The additional hours increased output—to the extent of 2 hours of additional output for every 3 additional hours of work. Per employee-hour, output during the longer workweek was only 93 percent as good as during the shorter hours.

The survey indicated clearly that the output performance of women under a 9½-hour workday in the department studied was not as good as that of men.

As measured by the standard injury frequency rate, injuries did not occur more frequently during the longer work schedule.

## NATURE OF WORK

The plant studied is known as one of the most modern in the Middle West. During the period surveyed, it produced bearings and washers for motors and other operating parts of airplanes. All production was toward the war effort.

The operations studied consisted almost entirely of machining processes on lathes, grinders, broachers, and similar metalworking equipment. Approximately 15 types of machines were used to perform about 45 operations. The pieces handled were relatively light, varying from less than 1 pound to 10 pounds.

Except for the operations on the grinders, the work was essentially man-paced. Most operations allowed the workers very little idle time. The small amount of waiting time on automatic machine operations was usually consumed in burring, gauging, and cleaning of finished pieces. The absence of idle time was apparent during all plant visits. Observations indicated that employees worked efficiently and consistently, and that workers and equipment were well utilized. At the same time, however, there was no evidence of "speed-up" or "driving."

On the whole, the work in this department may be described as light, man-paced machining operations.

## TYPES OF OPERATORS

The employee force of this company had grown very rapidly during the few years prior to the survey. As a result, many of the 7,000 workers had been with the company for only a short time. Fully 40 percent had been with the company less than 1 year.

The machining operations required considerable skill because tolerances were very small. As the supply of machine operators was very limited, the company resorted to intensive training courses. Many of the operators had never been employed in manufacturing plants before joining this company and consequently were not accustomed to factory work. The estimate of the personnel department was that fully 90 percent of the workers had been in industry only since the beginning of the war.

During the period surveyed, more than half of the employees were women, primarily of Polish, Slavic, or Italian extraction. While no women were employed on some of the operations because of the weight of the raw stock, women composed about 50 percent of the operators on lathes, 95 percent on grinders, and 98 percent of the burring and inspection personnel.

## WAGE RATES AND INCENTIVES

The wage structure in this plant is built on a highly integrated placement and advancement program. Beginners start as low as 60 cents per hour, although most of them start at 65 and 70 cents. Until the three-shift plan gave way to a double shift, the second shift received a bonus of 5 cents per hour, and the third shift a bonus of 10 cents. Under the double-shift arrangement, the night shift received an hourly bonus of 10 cents.

Interestingly, too, there is an allowance of 25 cents per shift as "shower pay" in departments handling lead, in which an intensive cleaning up is part of the personal hygiene phase of the safety department.

Under a comprehensive time-study and job-analysis system some thirty-odd job classifications have been established, varying with the skill and experience required for various operations. Each of these classified jobs has a starting rate, a qualifying rate, and a standard rate. The operator starts at the lowest rate and is required to reach the production level called for at the qualifying rate within 3 months. If he does, he is advanced to the standard rate, provided he has reached the minimum standard production level within the next 3 months. As the employee gains in experience, he is promoted to work in higher job classifications carrying higher wage rates, when there are openings. The transfer is made at the employee's rate of pay at the time of the promotion. The raise to the higher qualifying and standard wage rates becomes effective when the operator has reached the required production levels within the required time limits. The top rate is $1.25. Raises beyond this point depend on merit and length of service.

A new but experienced employee usually starts at the qualifying wage rate at the machine with which he is most familiar, and is raised to the standard rate as soon as he qualifies. The management claims that this system has the advantage of flexibility and permits workers to fit into the operations for which they display the greatest aptitude.

A "placement requirements table," based on time and motion studies, sets out the requirements for each job—education, experience, height, weight, strength, etc. As far as possible, the assignments of workers are made in keeping with the specific job requirements.

A new and inexperienced employee is put through a training period of 1 month. This includes short trips through the plant, training movies, lectures on shop practices and safety, and, primarily, training at machines. The last takes about 3 weeks. During this period the worker becomes acquainted with the various types of machines and operations of the plant. Then he is transferred to an operating department for specific training.

To make the employee feel at home, to further good morale, and to open an avenue of cooperation between labor and management, members of the personnel, personnel-relations, and safety departments stop by every few days to discuss with the new employee any questions he wishes to raise. This method was claimed to be particularly effective in building up the morale of workers new to industry, and in curtailing turnover.

## HOURS AND SHIFTS

The period studied covers the calendar year of 1943. During the first 5 months of the year the plant operated 3 shifts for 6 days per week, for a total workweek of 45 hours. (Each 8-hour shift had a half hour off for lunch.) Because of turnover, separations for military reasons, and a general tightening of the labor market, a two-shift system of operation replaced the three-shift system. Under the second schedule of hours the day-shift employees worked 5 days at 9½ hours and a sixth day, Saturday, at 7½ hours, for a total of 55 hours per week. The night-shift employees generally worked 6 days at 9½ hours, or 57 hours per week.

The shifts were not rotated. Workers on the night shift could transfer to the day shift as openings occurred, preference being given to workers with the longer seniority in the available job classifications. As already indicated, the night shift received a bonus of 10 cents per hour.

Data for the 2 months (May and June) during which the transitions were made were excluded from the comparisons of performances under the two schedules of hours.

## WORKING CONDITIONS

Working conditions are exceptionally good. The plant is housed in several very modern buildings which are unusually attractive. The facades are on modified modern lines, of buff and glass brick, and are pleasingly landscaped.

All departments are housed on the first floor. There are no windows. The air is filtered and washed. The high ceiling is soundproofed. The floors are made of treated wood blocks. Aisles are defined by painted lines and are kept clear. Except for the immediate area around the punch presses, the noise is moderate. There are no fumes or dusts. Lighting is excellent. As aids toward safety and to facilitate better vision, the top half of each machine is painted cream white, while the bottom half is painted blue. All equipment is well-guarded and well-spaced and is kept clean.

The large cafeteria serves food at or below cost. Workers may take their own lunches to the cafeteria. The walls of the cafeteria are decorated, and its general appearance would be a credit to any good commercial cafeteria.

There are no organized rest periods. Coffee wagons, selling coffee, cakes, candy, cigarettes, etc., pass through each department once in the middle of the morning and again during the middle of the afternoon. The half-hour lunch periods are staggered, to prevent crowding in the cafeteria.

## INDUSTRIAL RELATIONS

The Mechanics Educational Society of America is the recognized employee bargaining agency in the plant. The handbook which the company furnishes each employee explains: "There shall be no discrimination on the part of the company against any employee for or on account of membership in the union, nor any coercion or intimidation against any employee by the union for nonmembership in the union."

Relations between the union and management appear to be very good. The shop steward of the union, in fact, has his office in the personnel-relations department.

In its effort to secure and retain a high level of worker morale, the management takes care to assure its employees that it is very much concerned with their welfare. Every new employee is given a medical examination to facilitate proper placement. No discrimination is made against handicapped workers if they can be fitted into jobs in which their handicaps do not prevent satisfactory performance. Employees at their option are furnished with free annual medical examinations. There is a Federally controlled credit union. Workers are given the opportunity to obtain life insurance, hospitalization insurance, and pensions, by contributing part of the insurance cost.

## SAFETY

As already indicated, the safety of employees was one of the primary considerations in the plant lay-out. All equipment is well guarded and all new employees are given safety training, as well as printed safety rules. Goggles, special-type shoes, shields, and uniforms are furnished by the company where required. Prescription goggles are furnished at less than cost. Safety shoes, sold at cost, are recommended for all but the lightest types of work.

Women working at machines are required to wear hair nets or caps. The uniforms, sold by the company (but furnished free, with laundry service, on some jobs), are designed for safety as well as for looks.

Safety inspectors circulate through the plant constantly. One of their tasks is to inculcate safety habits in new employees.

The first-aid and medical-examination rooms are well equipped. The several part-time doctors are on call at any time. Several nurses are on duty throughout all working hours. There is an ambulance for emergency hospital cases.

## FINDINGS

1. For the entire group of 311 operators (263 of whom were women) efficiency—i. e., the average output per employee-hour worked—decreased by about 5 percent during the longer workweek.

The drop was most marked during the month following the one in which the transition was made, and was sharp for both the day and the night shifts. Against an efficiency index of 71.4 in May, that for July was 61.1—a decrease of 14 percent. The fact that July was a summer month should not have affected the results appreciably, as the plant is air-conditioned. During the next few months, however, the efficiency level recovered somewhat, indicating an adjustment to the longer work schedule after the sharp initial set-back.

2. The efficiency drop for the 159 workers on the night shift during the longer workweek period studied was nearly twice that of the group of 152 workers on the day shift. Whereas the efficiency level of this last group declined by 3.5 percent, that of the night shift declined by 6.5 percent. As the male operators—representing the more experienced group—were almost evenly distributed between the two shifts, this difference can be ascribed directly to the difference in the efficiencies of day- and night-shift operations.

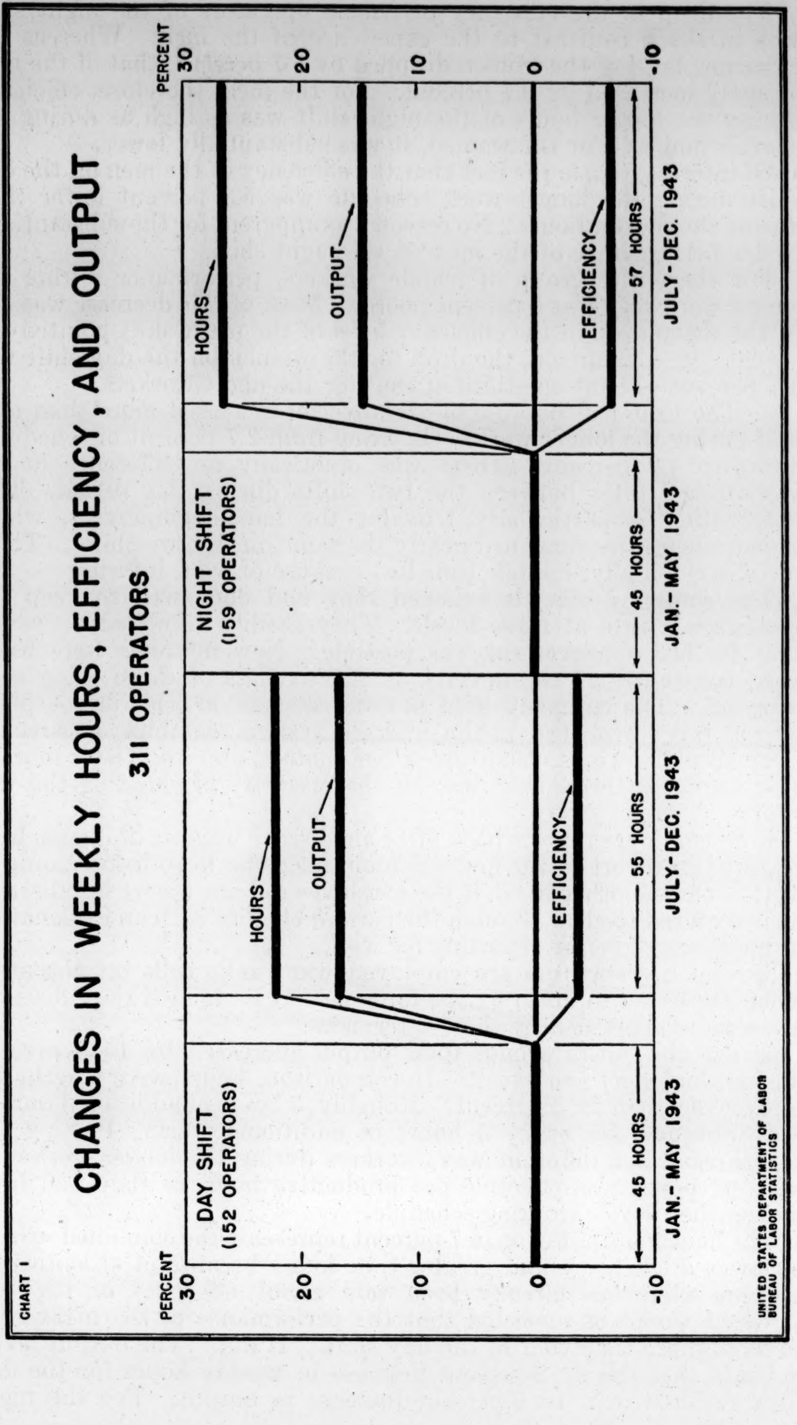


CHART I

CHANGES IN WEEKLY HOURS, EFFICIENCY, AND OUTPUT

311 OPERATORS

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

The drop in the efficiency of female operators of the night shift was in sharp contrast to the experience of the men. Whereas the efficiency level of the women dropped by 8.7 percent, that of the men actually increased by 0.7 percent. For the men, therefore, efficiency during the longer hours of the night shift was as high as during the shorter hours. For the women, it was substantially lower.

Of interest, too, is the fact that the efficiency of the men on the day shift during the longer work schedule was 5.8 percent lower than during the shorter hours. No reason was apparent for the substantially better performance of the men on the night shift.

For the entire group of female workers, performance during the longer workweek was 6 percent poorer. Most of this decrease was due to the sharp drop in the efficiency level of the night shift pointed out above. In comparison, the drop for the women on the day shift was 3.1 percent—about one-third of that for the night workers.

3. The time lost because of absenteeism increased more than one-half during the longer workweek, rising from 2.7 percent of scheduled hours to 4.2 percent. There was practically no difference in the absenteeism rates between the two shifts during this period. This observation is particularly true for the female employees, whose absenteeism rates remained nearly the same on the two shifts. These rates, incidentally, exclude time lost because of work injuries.

The company officials believed they had done well to keep the absenteeism rate at these levels. They readily admitted, however, that further improvement was possible. New methods were being tried constantly as the novelty or effectiveness of those being used wore off. The company used posters, slogans, articles in the plant paper, talks over the public address system, exhibits of wrecked German plane wings, "shot-up" allied motors, etc., to bolster morale. The emphasis throughout was on the necessity of speeding the war effort.

If an employee reports back after an absence because of illness, he is required to report to the first-aid room for a check-up before going to work. On the other hand, if the employee did not report his absence, he is required to clear through the personnel office with an explanation of his absence, before reporting for work.

Several investigators are employed who make calls on absentees when requested to do so by the foremen. It is claimed that absences are usually shortened by these interviews.

4. For the entire group, total output increased by 15. 8 percent during the longer workweek. In comparison, hours were lengthened by an average of 24. 5 percent. Roughly, 3 hours of additional output were obtained for every 5 hours of additional work. Putting the comparison in a different way, workers during the longer workweek were 93 percent as effective per productive hour, as they had been during the shorter working schedule.

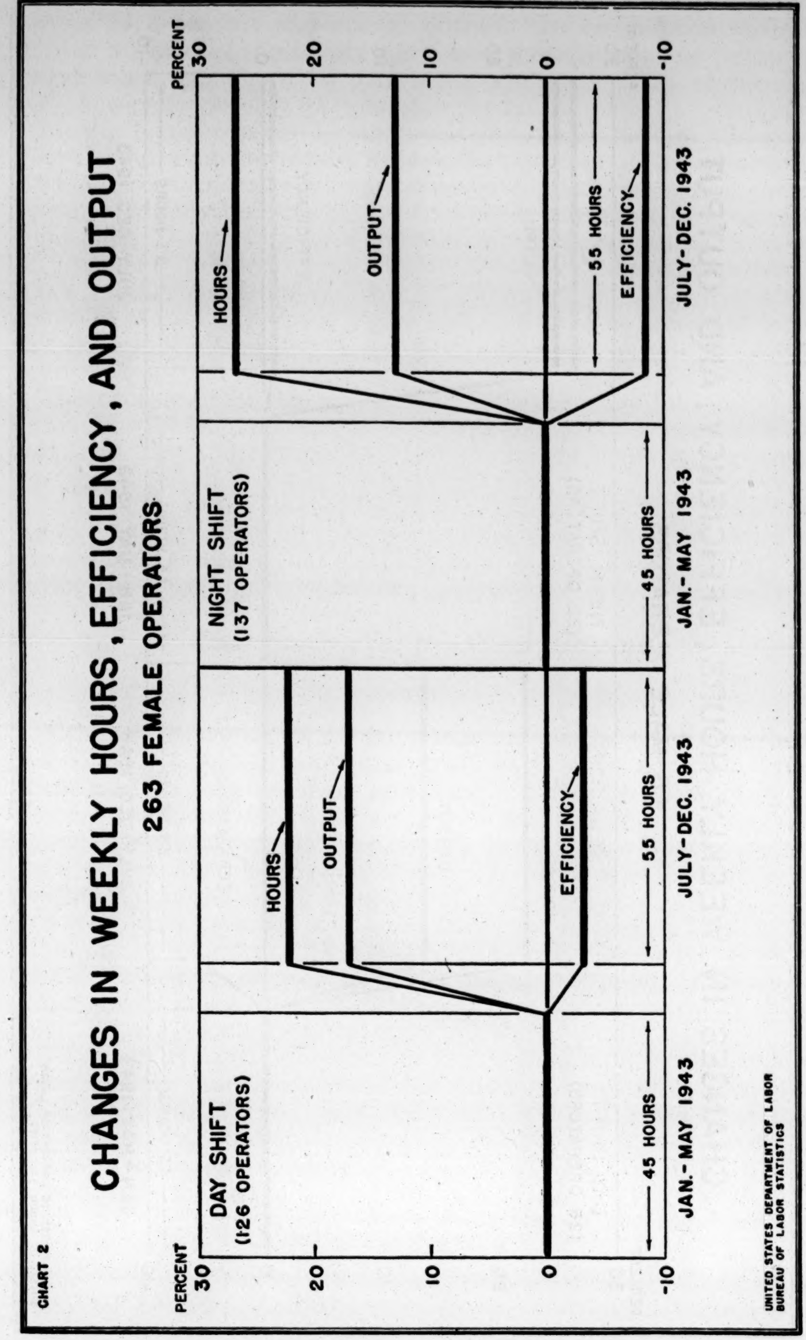
The hourly output drop of 7 percent represents the combined effects of lowered efficiency and greater time losses because of absenteeism.

From what has already been said about efficiency of the two shifts, it would be expected that the performance of the night shift suffered more than that of the day shift. It did. The output levels indicate that the 22. 2-percent increase in weekly hours for the day shift resulted in a 16. 9-percent increase in output. For the night

CHART 2

## CHANGES IN WEEKLY HOURS, EFFICIENCY, AND OUTPUT

263 FEMALE OPERATORS

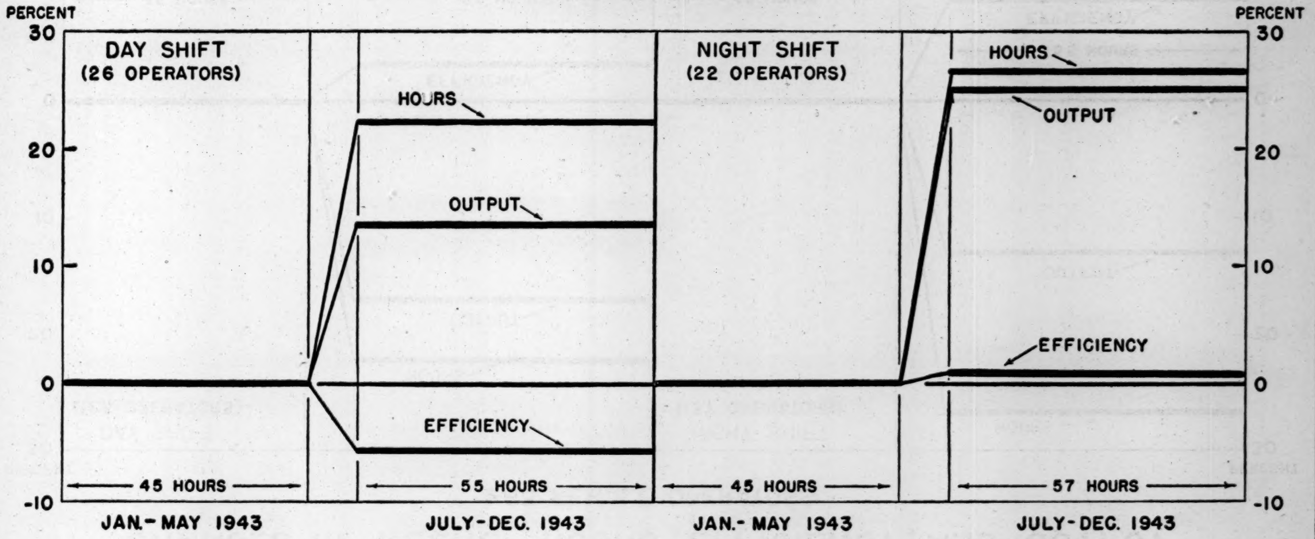


UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

CHART 3

## CHANGES IN WEEKLY HOURS, EFFICIENCY, AND OUTPUT

### 48 MALE OPERATORS



UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

shift, on the other hand, a 26. 7-percent increase in hours resulted in only a 14. 8-percent increase in output. In comparison with the shorter workweek, the hourly output of the day workers during the longer week was about 96 percent as effective. That of the night shift, however, was only 91 percent as good.

As the female operators composed the major part of the group, their output averages closely approximated those of the department. A 24. 5-percent increase in hours resulted in a 14. 9-percent increase in output. Mainly because of the sharper drop in the efficiency of the night shift, the 26. 7-percent increase in its hours resulted in only a 12. 9-percent increase in output, or 1 hour's additional output for every 2 additional hours of work. In comparison, the corresponding increases of 22. 2 percent in hours and 17. 0 percent in output for the day shift indicate about 1½ hours of additional output for every 2 hours worked.

The experience of this department indicates that the output performance of women under a 9½-hour workday is not as good as that of men, and that the adverse effect of the longer hours is particularly marked for female operators on the night shift.

5. In terms of the standard injury frequency rate—i.e., the average number of disabling injuries per million employee-hours worked—there was no evidence that disabling injuries occurred more frequently during the longer working hours.

## *Case Study No. 8—Metal Bearings*

### SUMMARY

Although belonging to the same company as the plant described in case study No. 7, this plant was considerably older and lacked many of the modern facilities of the new plant. Nevertheless, working conditions were good.

The operations studied were essentially man-paced machining processes on metalworking equipment. The work was medium heavy, weights ranging up to 70 pounds.

Nearly three-quarters of the 150 workers studied were men, most of whom were experienced operators. The wage-incentive system is that described in case study No. 7. As in that study, a three-shift system of 7½ hours each had given way to a 55-hour week for the day shift and a 57-hour week for the night shift. Shifts remained fixed.

The drop in hourly efficiency of the entire group during the longer hours exactly matched that of the group of workers studied in the other plant—5 percent. And again the night shift's loss in efficiency was nearly twice that of the day shift—6.7 percent against 3.6 percent.

Absenteeism losses under the longer work schedule were nearly double those under the shorter workweek. In sharp contrast to case study No. 7, however, the absenteeism loss of the night shift was nearly twice as high as that of the day shift.

For every additional 5 hours worked, 3 additional hours of production were gained.

### NATURE OF WORK

The plant in which this study was made belongs to the same company as the one described in case study No. 7. The plant covered in this survey, however, is located in a different part of the city, is considerably older, and lacks many of the modern facilities of the new plant.

The department studied is engaged in the production of metal bearings. The operations consist almost entirely of machining processes on lathes, drill presses, grinders, millers, broachers, and similar metalworking equipment. The work is essentially man-paced with very little resting time for the operators.

The weights handled vary from about 1 pound to 70 pounds. All lifting of heavy parts is accomplished by means of hand cranes. Women operators are permitted to handle only the lighter materials. The work may be characterized as medium-heavy, man-paced machining operations.

### TYPES OF OPERATORS

Of the force of approximately 150 workers in the department, about 75 percent were men. As this plant has been in operation for a considerable number of years, most of the operators had been with the company for some time and were experienced workers. Few of the men were below the military draft age limit. The composition of the group varied little during the period surveyed.

### WAGE RATES AND INCENTIVES

The wage-rate structure and the wage-incentive system are those already described in case study No. 7.

### HOURS AND SHIFTS

Prior to April 1943, the department operated three shifts. Allowing for the half-hour lunch period on each of the 6 working days, the actual work schedule during the week totaled 45 hours.

In April 1943, the department changed to two shifts because of a shortage of workers. The day shift's new weekly hours totaled 55, (5 days at 9½ hours and Saturday at 7½ hours), whereas those for the night shift were 2 hours longer, with 9½ hours worked on each of the 6 working days. The shifts were not rotated. The night shift, however, received an hourly bonus of 10 cents.

The period covered in the survey extends from October 1942 through December 1943. The transitional months of April and May were excluded from all comparisons so as to permit a clean-cut evaluation of the effects of the longer working schedules.

### WORKING CONDITIONS

As already indicated, conditions in this plant were not as modern as those described in case study No. 7. Nevertheless, working conditions were good. While the building was not air-conditioned or soundproofed, ventilation was adequate. There were no fumes or smoke. Lighting was good. Floors, of wood-block construction, were clean. Aisles were defined by painted lines and usually were kept clear. There was some noise, but not in any appreciable volume.

The machines were modern and were maintained in excellent condition.

Showers and locker rooms were adequate and clean. A large, newly decorated cafeteria served food of high quality at low prices.

There were no organized rest periods. Coffee wagons, selling coffee, cakes, candy, etc., passed through the department twice during each shift.

### INDUSTRIAL RELATIONS; SAFETY

The discussions concerning these subjects in case study No. 7 are also pertinent here.

### FINDINGS

1. For the entire department, efficiency during the longer hourly schedules dropped by nearly 5 percent from the levels which had characterized the shorter workweek.

The drop for the night shift was nearly twice as severe as that for the day shift. Whereas the rate of output per employee-hour worked decreased by 3.6 percent for the entire day shift, the output rate for the night shift—composed for the most part of workers formerly on the second and third shifts—dropped by 6.7 percent.

It is also pertinent to note that the combined performance of the second and third shifts was slightly better during the three-shift schedule than that of the day shift. After the change to longer hours, it was not so good.

2. The time lost because of unauthorized absenteeism (exclusive of time lost because of injuries) nearly doubled under the longer hours. The comparative rates for the shorter and longer work-schedule periods were 2.7 percent and 5.2 percent, respectively.

The time losses for the late shifts exceeded those for the day shift considerably under both schedules of hours. In fact, the percentage in each case was nearly twice as high. Whereas the day-shift rate was 1.7 percent under the shorter hours, the combined rate for the second and third shifts was 3.6 percent. During the longer hours, the rate for the day shift rose to 3.6 percent, and that for the night shift to 6.1 percent.

3. For the entire group, output increased to a level 15.4 percent above that which prevailed during the shorter hours. This increase was effected by lengthening scheduled hours by 24.2 percent. In other words, 3 additional hours of production were obtained for every additional 5 hours worked.

Expressed in another way, during each hour worked under the longer schedules, workers were about 93 percent as effective as they had been under the shorter schedules of daily and weekly hours.

The performance of the night shift, which worked 6 nights at 9½ hours each for a weekly total of 57 hours, suffered more than that of the day shift, which worked 55 hours. For an increase of 22.2 percent in hours, the day shift gained 15.9 percent in output. In comparison, the night shift put in 26.7 percent more hours for a gain of 14.8 percent in output.

In the terms of the comparison made above, the day shift was 95 percent as effective during the longer hours as it had been during the shorter hours. The night shift was only 91 percent as good.

4. The effect of the longer workday and workweek was to wipe out the midweek production peak.

This was true of both the day and night shifts.

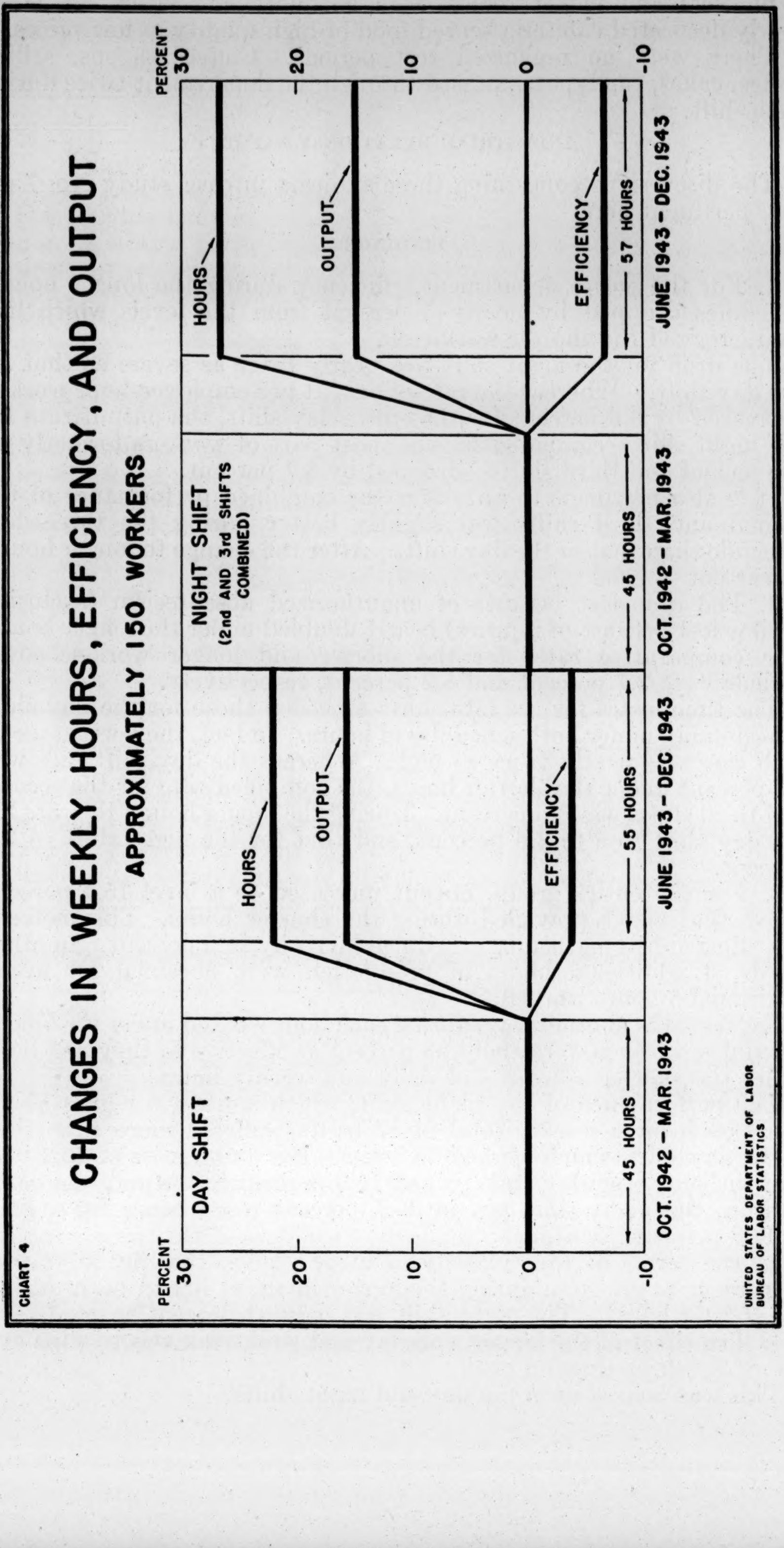


CHART 4

CHANGES IN WEEKLY HOURS, EFFICIENCY, AND OUTPUT

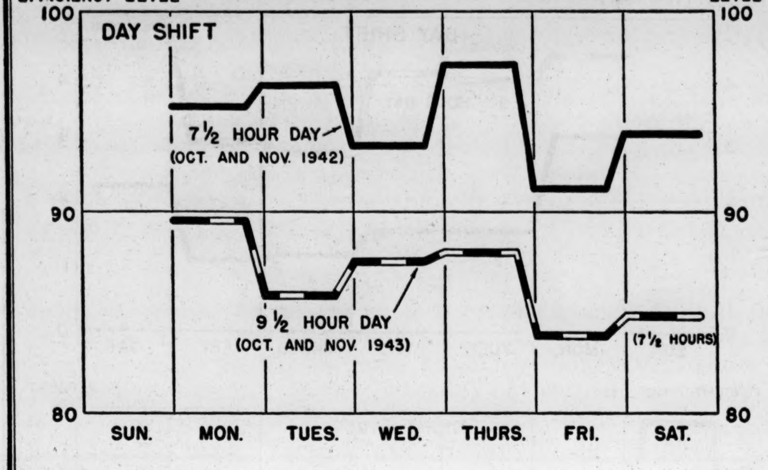
APPROXIMATELY 150 WORKERS

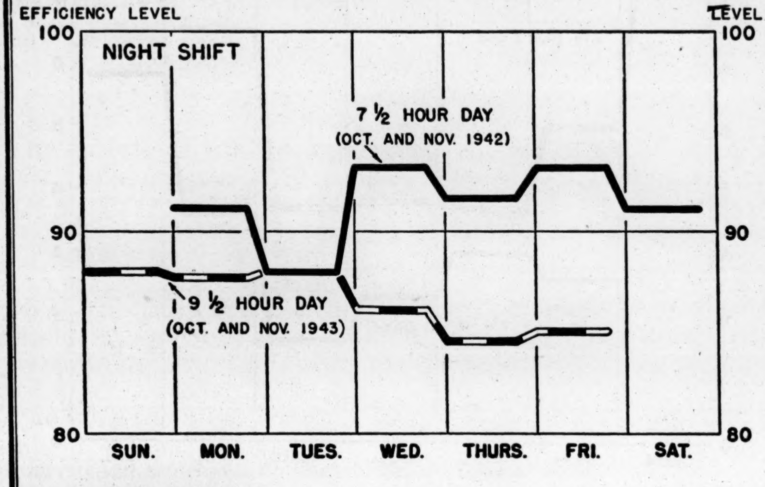
UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

The day-shift pattern (chart 5) shows the fourth day of the week, i. e., Thursday, as the day on which production efficiency was best under the short workday. The fifth day, Friday, shows a considerably lower level, with some improvement on the sixth day, Saturday.

CHART 5

DAILY EFFICIENCY PATTERNS UNDER TWO LEVELS OF HOURS





UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

The level for each 9½-hour workday, in comparison, is definitely lower than that for the corresponding 7½-hour day. Except for the drop on Tuesday, there is little difference between the levels for the first 4 days of the week. Again there is the drop on Friday, with a slight improvement on Saturday. The higher Saturday level may be directly related to the fact that only 7½ hours were worked on that day. The night-shift pattern under the shorter schedule of hours resembles that of the day shift fairly well. The third day is the peak day, but is closely matched by Friday, the fifth day.

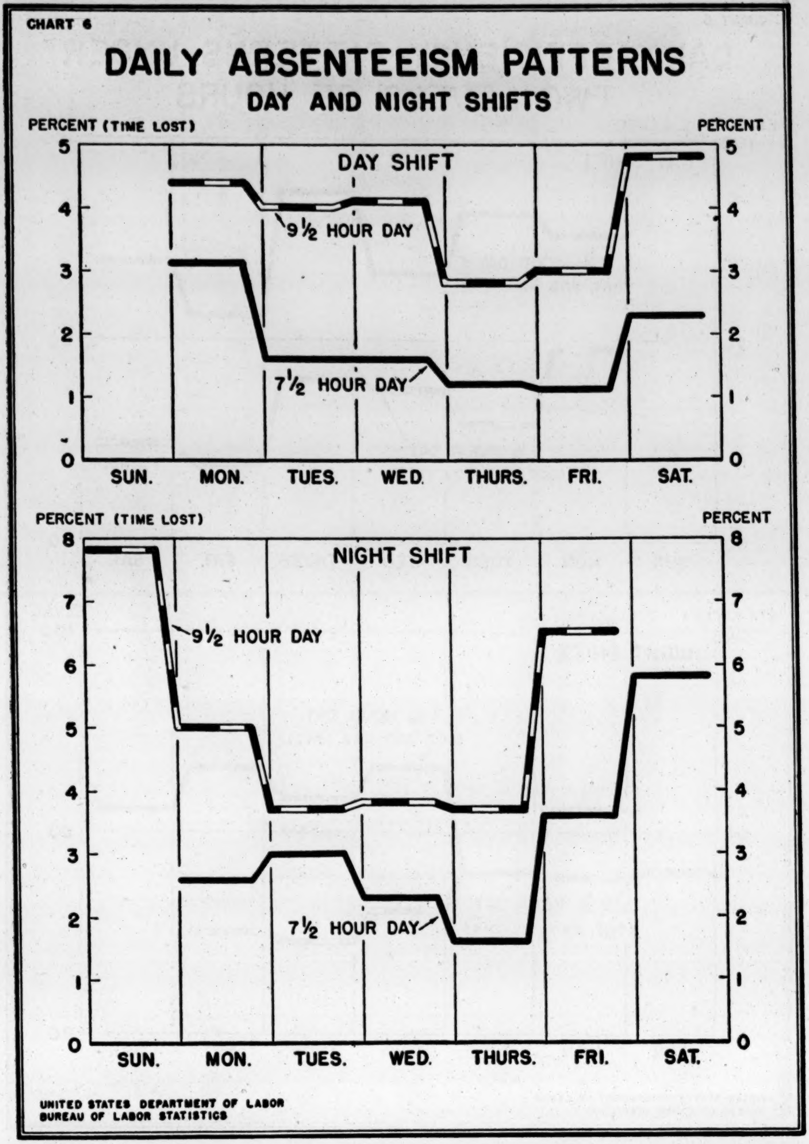


CHART 6

DAILY ABSENTEEISM PATTERNS

DAY AND NIGHT SHIFTS

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

The loss of the midweek peak is more marked for the night shift than for the day shift. The hourly production levels for the first 3 days of the longer workweek are constant. The level for Wednesday—formerly the peak day—is lower, with still lower levels for Thursday and Friday, the fifth and sixth days.

The periods used for comparison included October and November of 1942 and 1943, so as to rule out possible seasonal effects due to temperature and other factors.

5. The lengthening of daily hours occasioned no change in the daily pattern of time lost because of absenteeism, except to raise the loss percentages for every day to higher levels.

This was true for both shifts.

Under the shorter hours, absenteeism was highest on the first workday of the week for the day shift. On the following days of the week, the loss percentages dropped successively to a low on Friday, with a fairly sharp rise on Saturday.

The lengthening of the workday by 2 hours for 5 days of the week, while resulting in a raising of the level for each day, did not cause any significant changes in the relation of the levels for the individual workdays, except to raise the Saturday level to the highest in the week, slightly above that of Monday.

The night shift's highest absenteeism level during the short workweek came on Saturday. During the first 4 days of the week, absenteeism was at much lower levels, the lowest point being reached on the fourth day, Thursday. The fifth day, however, averaged a very much higher loss ratio, and the sixth day, Saturday, it was still higher.

During the longer hours, the pattern reveals a sharp Sunday peak, with a sharply lower rate on Monday, and a still lower but fairly even level for Tuesday, Wednesday, and Thursday—and a very sharp rise in absenteeism on Friday, the last workday of the week.

The fact that the pattern varied relatively little under the changed daily hours probably is due to the continued maintenance of the 6-day week under both schedules.

## *Case Study No. 9—Airfield Landing Mats*

### SUMMARY

The operations studied were those required in transforming steel sheets, weighing about 90 pounds, into airfield landing mats. In terms of physical exertion, the work was fairly heavy, and was about evenly divided between machining on metal working equipment and hand operations.

The survey concerns the effects of a reduction in weekly hours from 58 to 48, substituting an 8-hour day for a 10-hour day (with 8 hours on Saturday). Only one shift was used during the longer work schedule. Two shifts were worked during the shortened week. These shifts rotated every 2 weeks.

The wage-incentive system used in this department provided payment for output in excess of a fixed standard. On an average, the bonus earned averaged 25 percent of the base pay.

Hourly efficiency during the shorter workweek was 15 percent better than that which characterized the longer hours.

There was little difference in absenteeism under the two hourly schedules. The absenteeism rates were high—from 10 to 11 percent. Indications were that absenteeism was considerably higher on the night shift than on the day shift.

The composite result of higher efficiency and about the same absenteeism under the shorter hours was a reduction in output per worker of 8 percent from the level achieved under the longer hours. However, hours had been decreased by twice that percentage—17 percent. For every 2 hours dropped from the work schedule, 1 hour's output was lost. Put reversedly, only 9 hours of production had been realized from 10 hours of labor, under the longer schedule.

Work injuries were three times as frequent during the longer hours.

### NATURE OF WORK

This study deals with the reverse of the situations found in most of the studies presented thus far. It deals with the effects of a shortening of working hours; specifically, a reduction in daily hours from 10 to 8, resulting in a reduction in weekly hours from 58 to 48.

The department studied manufactured airfield landing mats. Prior to the war it produced steel office partitions.

The work consists of the processing of steel sheets weighing about 90 pounds initially, and is about evenly divided between machining and hand operations. It can be characterized as fairly heavy, in terms of the physical exertion required of the workers.

The steel sheets, about 2½ feet wide and 10 feet long, are trimmed to size, bead strips are embossed, holes are punched, bayonet fasteners and slots for interlocking the mats are punched and interlocked, the holes are embossed, and the resulting mats—now weighing about 65 pounds each—are degreased, painted, baked, bundled, and loaded into freight cars.

The mats are moved down the production lines by means of conveyors or overhead tracks. There are about 30 workers on each production line.

### WORKING CONDITIONS

On the whole, working conditions in this department were good. Illumination and ventilation were adequate. There were no smokes or fumes except in the immediate vicinity of the spray-painting booths. The wood-block floors were kept clean. Aisles were defined by painted lines and usually were kept clear.

Although there was considerable noise around the punch presses, the rest of the shop was comparatively free from excessive noise. Smoking was allowed except in the vicinity of the paint rooms and a few other hazardous sections of the plant.

The introduction of women workers into the plant necessitated the construction of lockers for them. The male employees apparently were benefiting from this, as lockers were being built for them as well, at the time of this survey.

There were no showers; there was no cafeteria or lunch room—not even a coffee stand. Dry lunches and drinks could be obtained, however, from a lunch wagon which stopped outside the plant at lunch time. At the time of the survey, the plant employed about 800 workers. (Plans for a cafeteria, showers, etc., are part of the reconversion program of this plant.)

During the 8-hour day, there were no scheduled rest periods. It was estimated, however, that the length of voluntary rest periods averaged between 20 and 30 minutes per day, utility men replacing the workers who took time out, in order to maintain a steady flow of work on the production lines.

When 10 hours were worked, there was a scheduled rest period at the end of 8 hours.

After 1 year's service, employees were entitled to 1 week's vacation, and after 5 years' service, to 2 weeks.

Group insurance was optional and covered nonindustrial injury and sickness benefits as well as death benefits. Hospitalization insurance was available on a voluntary basis.

A nurse from the first-aid room visited homes to take care of redressings of work injuries. Every case of reported illness was visited, also—for treatment as well as verification. Every new employee was given a complete physical examination. Rest rooms with cots, heat pads, and simple medications were provided for female employees. A physician visited the plant daily and attended all serious cases of injury.

## TYPES OF WORKERS

At the beginning of 1943, about 95 percent of the plant's operators were white men, mostly of Balkan origin or descent. There were no women operators.

In the spring of 1944, white men composed only 40 percent of the group. The remainder of the force were colored workers. Fully 45 percent of the total force consisted of colored men; the remainder, 15 percent, consisted of colored women. In the hiring of these women management selected large, heavy workers between the ages of 30 and 45.

There were very few "old timers" in the department surveyed, during the period studied. Employees were about evenly divided between those who had had some industrial experience before coming to this plant, and those who had had none.

## WAGES

Both men and women helpers started at 80 cents an hour. Operators received 95 cents, utility men $1.05, and leadermen $1.25. The average hourly rates in the department studied varied between 86 and 89 cents.

A departmental bonus was inaugurated in June 1943. About 2 months earlier the company made public the fact that the bonus plan had been filed with the War Production Board for approval. The workers responded with an immediate spurt in output.

A bonus was paid on all steel mats in excess of a set quota. Scrap was allowed up to 0.5 percent; for each mat scrapped in excess of this percentage, 2½ mats were deducted from the total number of mats produced by the line in excess of the standard. The bonus varied from week to week, but averaged about 25 percent of the base pay. Average hourly earnings, therefore, averaged about $1.10.

The actual scrap percentage varied between 0.5 and 3.0 percent. The rates probably would have been higher were it not for the fact that spoiled large mats were reworked periodically into half mats.

The major reasons for scrap were claimed to be green help and carelessness of operators generally. The practice of laying off workers for spoilage of dies and mats because of carelessness is said to have helped materially in curtailing spoilage.

### HOURS AND SHIFTS

In April 1943, daily hours were increased from 8 to 10, but the 8-hour Saturday was retained. This resulted in increasing weekly hours from 48 to 58. In December, however, the shorter schedule was reestablished because management was of the opinion that the 48-hour week and the 8-hour day were more efficient and less productive of absenteeism.

### LABOR-MANAGEMENT RELATIONS

Relations between the C. I. O. union (which had the exclusive bargaining rights in this plant) and management appeared to be good. Up to the time of the completion of the survey in the spring of 1944, there had not been a walk-out or strike, directed at management, since the outbreak of the war.

Recently a labor-management committee was formed to deal with questions of production, absenteeism, and safety. This committee, however, was not in operation during the major portion of the period surveyed and consequently had little effect on the results of the survey.

### THE GROUP SURVEYED

The period covered by this study extended from May 1943 through April 1944—a total of 12 months. During the first 7 months the weekly schedule consisted of 5 days at 10 hours, and Saturday at 8 hours—a total of 58 hours. During this period, only one shift was used.

From December through April the 48-hour week was predominant, with a few weeks in which slightly longer hours were worked. During this period two shifts were operated.

The average number of employees during the first period was about 80, and during the second period, about 140. As practically all of these employees were new to this type of work, there was little difference between the performance abilities of the employees during the two periods compared. Consequently the data used cover the entire personnel of the department without any attempt to follow through a selected group of workers.

The periods compared are from May through August of 1943, and from January through April of 1944. During these periods weekly hours remained fairly constant, with very little variation. (During the intervening months hours fluctuated considerably). The resulting comparison is between weeks of 58 and 48 hours; more specifically, it measures the relative performances during the 8-hour and 10-hour days.

### FINDINGS

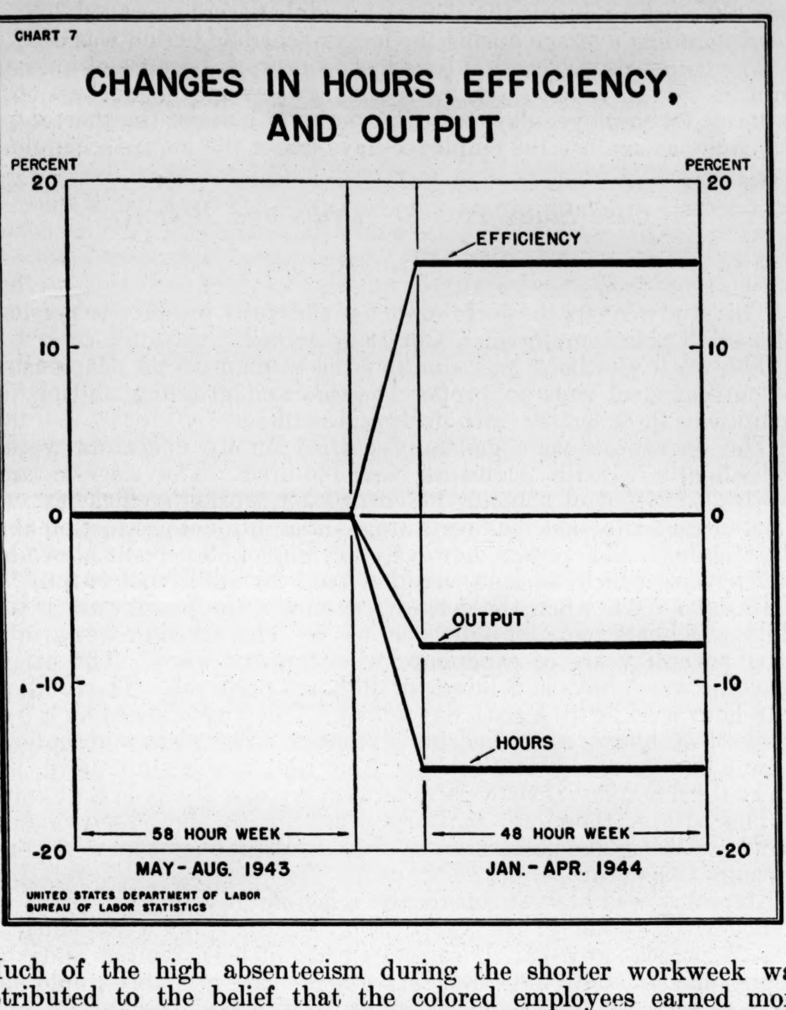
1. Efficiency during the shorter workday was decidedly better. A comparison of the two periods shows an average increase of 15.1 percent during the shorter workweek over the level which had prevailed under the longer work schedule.

2. There was little difference in the average percentages of time lost because of absenteeism under the two schedules. During the 10-hour day, this time loss averaged 10.7 percent; during the 8-hour day, 10.4 percent. In either case, the loss was relatively high.

While data were not available to establish the point statistically, management was convinced that the night shift losses considerably exceeded those of the day shift. The conclusion to be drawn from this fact is that the day shift's absenteeism rate during the shorter hours was considerably lower than it had been during the longer hours, and that this reduction was a direct result of the shortening of hours.

Company records convinced management that absenteeism of colored workers was considerably higher than that of white workers.

CHART 7



Much of the high absenteeism during the shorter workweek was attributed to the belief that the colored employees earned more "take home pay" than ever before and that such high earnings were not conducive to steady attendance by a group of workers whose standard of living had not kept pace with the rise in earnings.

3. The composite result of the reduction in hours and the changes in the composition of the work force was an over-all production level during the shorter workweek that was almost 8 percent lower than the level during the longer schedule. For an average decrease of

15.1 percent in hours worked (and 17 percent in hours scheduled), the average output level dropped 7.9 percent. In other words, for every 2 hours dropped from the work schedule, 1 hour's output was lost. Putting this conclusion in reverse, every 2 hours added to the work schedule above 8 per day and 48 per week resulted in only 1 hour's additional output. Half of the time added was completely wasted.

4. Work injuries were about three times as frequent during the longer hours. Specifically, the average number of first-aid treatments per 100 workers during the shorter-schedule period averaged 208; the corresponding average during the longer-schedule period was 680.

The comparison of actual time lost from work because of industrial injuries reveals much the same result. For every 100 workers on the pay roll, 23 employee-days were lost per month under the shorter work schedule, as against 128 employee-days under the longer schedule.

## *Case Study No. 10—Drills and Reamers*

### SUMMARY

This study covers the performance of the entire productive personnel of a small plant employing about 100 persons.

The work was light and almost entirely man-paced. It consisted of cutting steel rods to proper lengths, and grinding, fluting, and tempering these lengths into drills and reamers.

The operations were generally carried on by operators working individually. Little teamwork was required. The wage-incentive system consisted of a bonus based on each worker's efficiency, with fixed increases for specified percentages of additional production above the standard. There was, however, a ceiling of 30 percent above base pay beyond which workers were not paid for additional output.

In June 1944, when the survey was made, the plant was on three shifts of 8 hours each, for 6 days per week. This schedule was attained after several years of experience with Sunday work. The original schedule was 5 days at 8 hours, or 40 hours per week. Then followed a 48-hour week, with a sixth day added. This was followed by a 7-day week of 56 hours, continued for 5 months. The plant's absenteeism record had grown so bad by that time that it was shut down, first, every third Sunday, then every other Sunday, and finally every Sunday.

This study, therefore, pertains primarily to the effectiveness of Sunday work. The performances of 30 identical operators were traced through this entire period.

Efficiency was highest during the schedule in which the plant was shut down on Sunday. In comparison with the 7-day week, efficiency was 29 percent greater. If earnings had not been limited under the bonus plan, the data indicated that this increase probably would have been as high as 36 percent or more. Efficiency increased as additional Sundays were dropped out of the work schedule.

The output performance of the 30 operators studied was about 7 percent better when no Sundays were worked than when every Sunday was worked. Had there been no bonus restrictions, weekly output very likely would have been about 13 percent better, or on a par with the output when every other Sunday was worked.

The survey showed clearly that in this plant Sunday work, on any basis tried, was uneconomic. This condition was known to exist, but owing to war pressure the schedule was established and maintained as long as possible.

Work injuries were not more numerous, relatively, during the longer workweek.

### NATURE OF WORK

This plant is small, usually employing about 100 persons. The product and processes have not been affected by the war.

The work is light and almost entirely man-paced. It consists primarily of machining light pieces of metal rods into drills and reamers. The work is continuous and affords the operators practically no rest pauses during the machine processes, although the work is not machine-paced.

The raw stock consists of soft steel rods 12 to 14 feet long and of various diameters. Those above one-eighth inch in diameter are welded into a continuous rod, which is fed through a hardening furnace at a fixed speed and temperature. The weld is then cut, the oxidized ends are removed, and the hardened rods are fed through a straightening device. After this they are tempered. Stock one-eighth inch or less in diameter does not go through this process, but is cut into drill lengths, which are then hardened in small furnaces.

After being cut to proper lengths, all drill blanks are rough-ground, pointed, tested for straightness, and then fluted. The fluted drills are degreased and tempered. The shank ends are annealed, and the drills are then polished. The operations of finish-grind, cleaning, sharpening, and stamping complete the process.

Most operations are carried on by individual operators. Little teamwork or operation by groups of workers is required.

Observation indicated that employees worked consistently, and that operators and equipment were well utilized.

### WORKING CONDITIONS

The plant occupies two small adjacent one-story buildings. Because of the crowding of equipment, aisles are narrow, but they are generally unobstructed. There are no fumes, and ventilation is good. Illumination is adequate, and noise is moderate. Except in the immediate vicinity of the furnaces, there are no excessive temperatures.

Locker rooms, containing wash basins, are adequate and clean. There is a rest room for women. Because of the small size of the plant, and especially because it is filled to capacity with equipment, there is no lunch room. Coffee, milk, and sandwiches are brought in on order.

### LABOR FORCE

The plant normally employs about 100 persons. By June 1944 it had expanded to about 175; this number seems to represent the maximum force the plant can accommodate.

Approximately 35 percent of the operators are "old timers" who have been with the company for years. Having lost about 100 workers to the armed services, the company has had a rather high labor turnover. Of the operators hired since the outbreak of the war, about two-thirds were new to industry. Only about 5 percent were skilled operators.

During the year preceding this survey, the company found it necessary to employ women. This was done reluctantly, as the data compiled for the plant executives indicated that it took longer to train new women workers—most of whom had not had any previous industrial experience—and that, in general, women had not proved as efficient as men. As experience with women workers accumulated, it was found that turnover rates among women were high.

Only about a third of the force consisted of experienced operators. The others had to be trained for the work, usually "breaking in" with the easiest jobs and occasionally being paired with "old timers" for more specific training.

### WORKING HOURS AND SHIFTS

At the time of this survey (June 1944), the plant was operating three shifts of 8 hours each. The actual working time was 7¾ hours because of the 15-minute lunch period—paid for by the company. The three shifts were fixed, i. e., workers did not rotate from one shift to another. Employment on first, second, and third shifts was in the ratio of 55 : 25 : 20, respectively. As the new employees were hired for the third shift, with older employees moving to the second or first shift as vacancies occurred, the third shift was predominantly female. This shift worked from midnight until 8 a. m.

Women operators were given a rest period of 15 minutes during each half of the working day.

Until October 1941, the plant had been on a 5-day, 40-hour week. In that month it started working on Saturday, a sixth day, raising weekly hours to 48. By January 1942 the urge for increased production had become so strong that employees were required to work 7 days per week. This schedule was kept up until May 1942. In that month the plant began to shut down every third Sunday. In February 1943, the working schedule was again revised, the plant closing down every other Sunday. Beginning with July 1943 the plant went back to the 6-day week, on which schedule it has remained.

### WAGE RATES AND INCENTIVES

Wage rates were the same for men and women. The starting rate for an unskilled employee, at the time of the survey, was 75 cents per hour and was later raised to 85 cents. (These high starting rates clearly reflect the critical labor situation in the city.) The wage rate was increased 5 cents a month until a rate of 90 cents per hour was reached. From that point on, raises were based on minimum pay for the operation; the top rate was $1.20 per hour. There was, in addition, a bonus of 5 cents for the afternoon and night shifts.

The wage-incentive system, installed in September 1941 while the plant was on a 40-hour week, consists of a bonus based on each worker's individual efficiency. Using a fixed level of hourly production as a base, the company pays 17 cents per hour for the first 5-percent excess above this level. Additional hourly increases in pay are made for specified increases in efficiency, thereafter—but the increase stops at 130 percent, at which rate of efficiency the additional pay per hour is 40 cents. No bonus is paid for production above this level. This arbitrary level was established because some operations could be speeded up greatly, whereas others, particularly hand operations, were limited by the skill of the operators. The purpose of the limitation was to prevent discontent due to differences in bonus earnings. To eliminate ups and downs in the weekly pay envelope, the company computes the weekly bonus on the average efficiency for the preceding 5 weeks.

Only about 70 percent of the operators were earning bonuses at the time of the survey. The reason for this was given as the influx of green help, particularly women operators.

Since 1940, a C. I. O. union has been the exclusive bargaining agent. The relationship between union and management appears to be good.

The union contract also provides for a 2 weeks' vacation with 80 hours of base pay after 1 year of service, and 1 day of vacation for each 2 months of service if the employee has been with the company for less than 1 year. For the duration of the war, employees were allowed to take pay in lieu of time off.

### SAFETY AND WORK INJURIES

Because of the small size of the plant, it had no safety engineer. A labor-management safety committee, however, has been fairly active, and has been particularly effective in helping new employees.

Safety goggles and face shields are issued to all workers engaged in grinding or polishing operations, and these are usually worn by the operators. Nevertheless, a considerable number of injuries were due to foreign particles striking eyes.

The other major type of injury consisted of cuts and abrasions of hands, particularly among women, and resulted from the winding operations.

Because of the light nature of the work, safety shoes were uncommon.

There was no first-aid room. On each shift were a number of men who were trained in first aid. Injuries beyond the scope of these men were referred to nearby physicians or hospitals.

### SCOPE OF THE SURVEY

The records of 30 identical male operators were traced throughout the entire period from January 1942 through April 1944. The comparisons in the findings cover four distinct levels of weekly hours: (1) The straight 7-day, 56-hour week, for a period of 4 months; (2) 2 weeks of 7 days and 56 hours followed by a third week of 6 days and 48 hours, or every third Sunday off, worked for a period of 10 months; (3) a week of 7 days and 56 hours alternating with one of 6 days and 48 hours, or every other Sunday off, worked for 5 months; (4) a straight 6-day, 48-hour week with every Sunday off, worked for 9 months.

### FINDINGS

1. Efficiency was highest during the 6-day, 48-hour week. In comparison with the average output per hour worked during the 7-day, 56-hour week, the average efficiency level during the shorter workweek was 29 percent greater.

There is reason to believe that the level during the shorter workweek would have been higher still had it not been for the company's bonus policy, under which production in excess of 30 percent above the standard was not compensated. This fact probably explains why there is only a 1-percent difference between the average hourly efficiency during the 6-day week and the schedule under which employees worked every other Sunday.

When employees were given every third Sunday off, after a long stretch at 7 days per week, efficiency jumped by nearly 17 percent. It went up another 11 percent when the plant worked only every other Sunday. If a similar improvement is assumed in the absence of a bonus scheme which sets a maximum limit on production, the estimated hourly output during the 6-day week would be still higher, by 6 to 8 percent. In other words, the data suggest that, had there not been the bonus limitation, the average efficiency during the 6-day, 48-hour week would have been one-third again as high as that of the 7-day, 56-hour week.

Not only was the 7-day week more costly: it was also only about 75 percent as efficient as the 6-day week.

As chart 8 shows, efficiency clearly improved as additional work—on Sundays—was dropped. Efficiency was lowest when all Sundays were worked, and highest when no Sundays were worked.

2. The time lost because of absenteeism by the 30 selected operators was lower when Sunday work was discontinued entirely, as against the schedule under which every other Sunday was worked. The relative percentages, 7.3 and 8.2, appear to be quite high. The average time losses during the two earlier periods—4.1 percent when every Sunday was worked and 7.8 percent when 2 Sundays were worked out of 3—are not directly comparable with these figures because during the earlier schedules the company paid an attendance bonus: $5 for perfect attendance during the first month, $10 for the second month, and $15 for the third.

When Sunday work was scheduled, absenteeism was highest on Sunday. Next in order came Saturday; and third, Monday. Attendance was best on Friday—but Friday was pay day.

For the plant as a whole, the absenteeism loss was lowest for the first shift. Frequently the second shift matched the record of the first. Although the third shift had only about one-fifth of the entire force, it was said to account for about 50 percent of the total absenteeism.

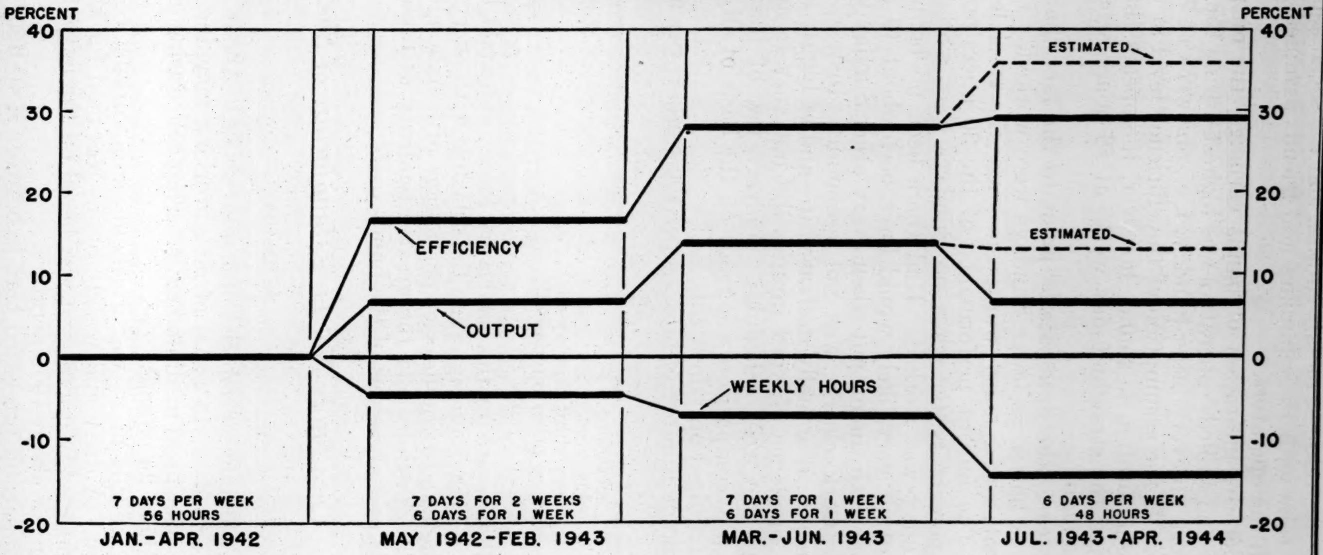
This distribution is partially explained by the fact that the first shift had the highest proportion of old-time employees, and the third shift the lowest. The introduction of women operators—most of whom were assigned to the third shift—further aggravated the situation. The absenteeism rate of the women was reported to be about twice that of the men. This fact, however, must again be viewed in the light of the preponderance of women on the night shift.

Management attempted to curb absenteeism by listing the names of the absentees. But the operators apparently did not care. In explanation of the high absenteeism rates, management advanced two reasons: (1) The 7-day week was too long. The men were tired and wanted some time off, even though it meant the loss of the attendance bonus and double pay for Sunday work. (2) Earnings were high, and the men had no time to spend their money. (The weekly bonus varied between $5 and $25, averaging about $10 per employee. Good operators averaged earnings of $1.50 to $1.65 per hour.) Con-

CHART 8

## CHANGES IN AVERAGE WEEKLY HOURS, EFFICIENCY, AND OUTPUT

### 30 MALE OPERATORS



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sequently the value of money shrank, and the social aspects of spending some time with their families and friends assumed larger proportions with the operators.

3. Under the limitation of bonus earnings, the output of the 30 selected—and skilled—operators was highest during the schedule calling for work on every other Sunday, i. e., one week at 7 days and the next at 6. If the assumption of the efficiency level in the absence of the bonus limitation is sound, however, it appears that the output level during the straight 6-day week, at 48 hours, would have been equally as high.

In any case, the data clearly point to the fact that total weekly output was better as fewer Sundays were worked. The longer the week because of Sunday work, the lower the total level of weekly output. The output performance of the 30 operators studied was about 7 percent better when no Sundays were worked than when every Sunday was worked. Had there been no bonus restrictions, weekly output very likely would have been about 13 percent better or on a par with the output when every other Sunday was worked.

Sunday work clearly was not economic. Instead of increasing weekly output, it actually decreased it—and at higher labor cost.

4. The incidence of work injuries did not vary in any discernible relation to the work schedules. As very few of the injuries were disabling, the comparison was made on the basis of all injuries, most of which required only first aid.

The average number of injuries per 100 workers per month were as follows:

| Work schedule: | *Number of injuries* |
|---|---|
| 7-day week | 3. 6 |
| Every third Sunday off | 3. 8 |
| Every other Sunday off | 3. 1 |
| Every Sunday off | 3. 7 |

These figures are for the total work force. The fact that the 6-day week had a higher average than the schedule with every other Sunday off may be due to the heavier percentage of female operators during the shorter schedule, and the greater tendency of these operators to suffer cuts and abrasions of the hands.

## *Case Study No. 11—Manufacture of Shells*

### SUMMARY

This department produced 105 mm. shells. About 30 operations were performed on 14 types of metalworking machines. Operations were man-paced and medium heavy. The shell, during most processes, weighed about 26 pounds.

Morale in this plant was excellent, and working conditions were fairly good. A daily and weekly bonus was paid for all shells above a daily and weekly quota, and was based on the output of the entire department of about 100 operators.

The comparison presented here is between a 40-hour week (5 days at 8 hours), and a 60- and 66-hour week with daily hours at 10 for the day shift and 11 for the night shift.

Efficiency was markedly lower during the longer workweek. Whereas hours had increased by 47 percent, efficiency decreased by nearly 22 percent.

Absenteeism losses were about 2½ times as high during the longer schedule. The increase was particularly sharp for the night shift.

The composite effect of lower efficiency and higher absenteeism was an increase in output of only 7 percent—against an increase in actual weekly hours of 47 percent. In terms of the output rate which characterized the shorter workweek, this increment in output could have been achieved by lengthening hours from 40 to 43 or 44 per week. The difference between this level and the 60 and 66 hours actually worked appears to have been wasted.

After 7 months at the longer hours, the department went on an 8-hour day and 48-hour week, in the middle of 1944.

## NATURE OF WORK

This study covers the experience of a shell department under a 5-day, 8-hour schedule in comparison with a subsequent 6-day, 10- or 11-hour schedule.

This shell department was organized at the outbreak of the war and manufactures 105 mm. shells. It did not exist before the war. The rest of the plant is engaged, for the most part, in the production of machine tools, as in peacetime.

The work consists primarily of the operation of metalworking machines, such as grinders, millers, lathes, drill presses, and similar equipment. Most of these operations are man-paced, with the workers controlling the speed of operations. About 14 types of machines perform about 30 operations on the shell. The rough casting weighs about 30 pounds; after the first two operations it is reduced in weight to about 26 pounds, and remains at about that weight thereafter. It passes from machine to machine by means of gravity conveyors.

Operators have very little idle time during machine processing, even at the fully automatic machines. When not operating their equipment, operators are engaged in passing the processed shell to the next operation, or readying a shell for the machine.

In general, the work may be classified as medium heavy, essentially machining, primarily man-paced, and affording very little rest to the operators. A number of observations showed the department to be operating efficiently and consistently, with good utilization of the equipment.

Although women were employed on the production lines, the operations they performed were confined to burring, marking, and inspecting. These operations do not require them to lift the shells onto the machines.

## WORKING CONDITIONS

Lighting and ventilation were good. There were no fumes or smoke. Aisles between machines were narrow, but free of obstructions. There was, however, a considerable volume of shrill noise.

There was a locker room for the women but none for the men. Sanitary facilities were adequate and clean. A small lunchroom was located in an adjacent building, and a privately operated cafeteria was about half a block away. One-half hour was allowed for lunch.

Two rest periods permitted the operators a 10-minute break in the middle of both the first and the second half of shifts. During these periods a coffee station offered milk, coffee, cakes, pie, and candy.

### LABOR FORCE

The work force of this department numbered about 100 at the time the survey was made (spring of 1944). About four-fifths of the operators were white men and the remainder mostly white women. There were a few colored men.

Practically all of the operators were new to the company when hired. (As already indicated, the shell department was a wartime addition to the company's regular activities. It was necessary, therefore, to recruit a new and additional work force for this department.) Very few of these new operators had any experience of the type required for the work in this department. Consequently, practically all of them had to be trained by the company. In the absence of a formal training program, new workers—selected for general intelligence—were trained on the job.

The morale of the workers appeared to be high, primarily because they could see their direct contribution to the war effort.

The department was not unionized until January 1944. The recognized union is a branch of the Independent Welfare Association. The relationship between the union and management appeared to be good, and relations between workers and supervisors appeared to be informal and friendly.

### WAGE RATES AND INCENTIVES

The range of hourly wage rates for male machine operators was from 70 to 90 cents. For set-up men, the level was considerably higher, from 90 cents to $1.15. A bonus of 5 cents an hour was paid to workers on the second shift. Women received 5 cents less per hour than men, but were not required to operate machines. Management was of the opinion that women did not perform as well as men on machine operations.

A daily and a weekly bonus were paid for output above a set level of production. These bonus payments were computed on the output of the entire department. Three-fourths of a cent was paid for each shell produced above the daily quota, and one-fourth of a cent for each shell above the weekly quota. In order to participate in the daily bonus, an operator had to work the full day. Participation in the weekly bonus was based on the number of days of participation in the daily bonus.

Additional individual earnings because of the bonus during 1943 averaged about 35 cents per hour. Hourly earnings of machine operators therefore ranged, on the average, between $1.05 and $1.25.

Workers were given 1 week's vacation after a year's service, with an additional day for each additional year, up to a maximum of 2 weeks. Vacation pay was based on the hourly rate and bonus on a 40-hour week

### WORKING HOURS AND SHIFTS

The survey covered a period of 17 consecutive months, from January 1943 through May 1944. During the first 5 months of this period, the work schedule called for 5 days at 8 hours, or a total of 40 hours per week. Two shifts were operated, and they were not rotated.

In June, the second shift was dropped, and the first shift went on a 55-hour week, putting in 5 days at 10 hours and a half day on Saturday. In October, however, the second shift was again started. The men on the day shift stayed on this 55-hour schedule, while those on the night shift worked 55 hours during 5 days, putting in 11 hours per shift. The women workers on these shifts worked the same number of days as the men, but put in only 50 hours per week. In November, all workers on the day shift—both men and women—went on a schedule of 6 days at 10 hours (60 hours per week) and all workers on the night shift went on 6 days at 11 hours (66 hours per week).

In July 1944, however, the company switched to a three-shift schedule, with 8 hours per shift, because management was dissatisfied with the output performance under the longer hours.

### ACCIDENT PREVENTION AND FIRST AID

During most of the period surveyed, the company employed both a safety director and a woman assistant. Frequent safety inspections were made periodically. New employees were given complete physical examinations and were instructed in both safety and health precautions. (The company even went so far as to give its employees a blood pressure check-up every 6 weeks.) Although the wearing of safety shoes was not mandatory, about 85 percent of all employees wore them. The company contributed 50 cents toward the purchase of each pair.

A full-time registered nurse was in charge of the first-aid room during each shift. The room was well equipped and was kept neat and clean. Injuries requiring other than a nurse's care were referred to a nearby physician during the day and a nearby hospital during the night.

### SCOPE OF THE SURVEY

Because very few of the approximately 100 employees of this department were experienced before working for this company, it was inadvisable to select any particular group for study. In the comparison between the 40-hour week and the longer work schedules, therefore, the experience of the entire department was considered.

Similarly, it was deemed advisable to omit the comparison of any schedules except the 40-hour week and the 60- and 66-hour weeks. This permitted a comparison of the performances of an average of 85 workers during the shorter week, and about 103 workers during the longer week. For both periods, data are given for each of the two shifts.

The first period extends from January to May 1943, a total of 5 months. The second covers a comparable seasonal period, from November 1943 to May 1944. The caliber and quality of workers during the two periods were about the same, permitting a direct comparison.

### FINDINGS

1. During the longer workweek, the average efficiency (average number of shells per productive employee-hour) decreased markedly. Whereas weekly hours *increased* on an average of nearly 47 percent, efficiency *decreased* by 21.5 percent.

The decrease was slightly more for the day shift, which worked 60 hours per week. The increase of 42.5 percent in actual average weekly hours (and 50 percent in scheduled hours) was accompanied by a decrease of 22.3 percent in efficiency. For the second shift, with a scheduled 66-hour week, and an increase of 51.2 percent in actual average weekly hours, efficiency decreased by 20.6 percent. The data indicate also that, for some unexplained reason, the efficiency of the night shift actually was somewhat better than that of the day shift during each of the two periods.

2. Absenteeism losses increased sharply during the longer work hours. During the 40-hour week, the entire group lost 4.7 percent of the scheduled working days. During the longer schedules, this percentage rose to 12.2.

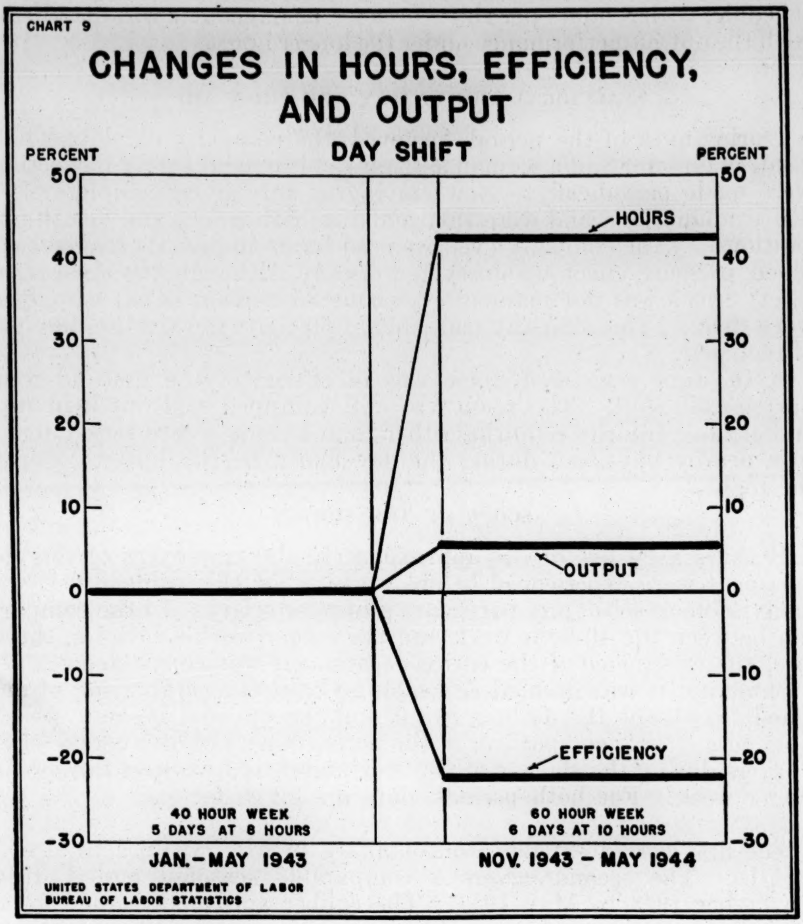

CHART 9

CHANGES IN HOURS, EFFICIENCY, AND OUTPUT

DAY SHIFT

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The rise of the absenteeism-loss rate was much higher for the night shift. The rate of the day shift rose from 5.7 percent to 10.8 percent. The night shift's loss rate, in comparison, rose from 3.7 percent to 13.3 percent. It must be noted, however, that the day-shift schedule called for a 10-hour day, whereas that of the night shift called for an 11-hour day.

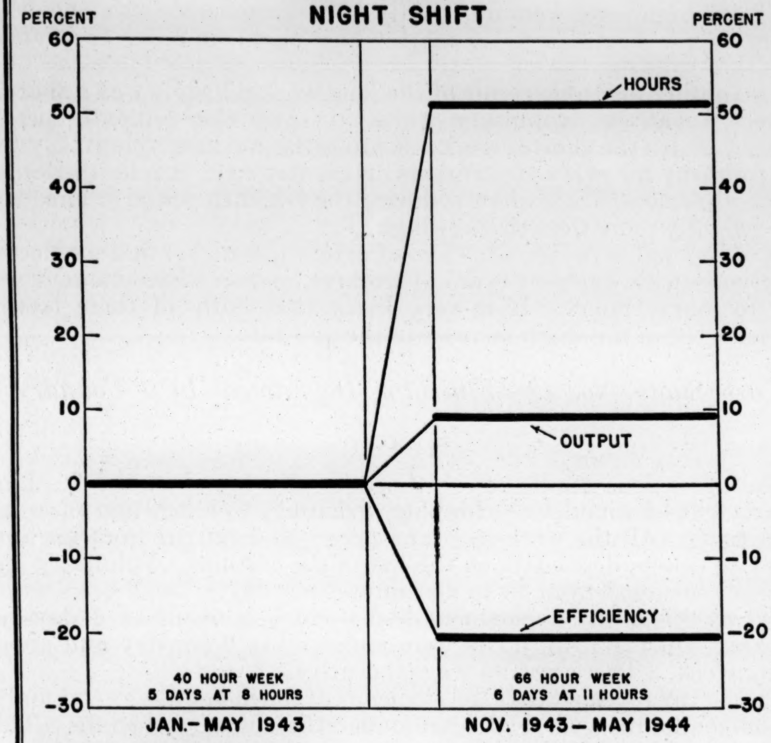
Company officials were of the opinion that, in part, the higher rates were due to fatigue and to sharply increased earnings.

3. In terms of total output, the longer hours hardly seemed justified. For the entire group, the increase of 46.9 percent in actual average hours—and more than 50 percent in scheduled hours—increased production by only 7.1 percent. (Production was measured in terms of average number of shells per employee per week.) This output figure reflects the changes in both hourly efficiency and absenteeism. Given the same hourly efficiency and absenteeism loss which prevailed during the shorter workweek, the additional output gained during the longer workweek could have been obtained by increasing scheduled weekly hours from 40 to about 43. On this basis of comparison, about 18 hours per week were entirely unproductive during the longer work schedule.

CHART 10

CHANGES IN HOURS, EFFICIENCY, AND OUTPUT

NIGHT SHIFT



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It is also significant to note that the levels of efficiency, absenteeism, and output remained fairly steady, month by month, during the longer workweek. In contrast, they fluctuated during the shorter workweek, although not to any great degree.

The output performance of the second shift was slightly better than that of the first shift, even though it put in a longer workweek. For a 42.5 percent increase in actual weekly hours, the output of the first shift went up only 5.5 percent. That of the second shift went up 9 percent, for a 51.2 percent increase in actual average hours worked.

As already indicated, the department went on an 8-hour day and three-shift operation in the middle of 1944, after about 7 months on the schedules of long weekly hours.

4. Work injuries were more than half again as frequent under the longer hours. During the shorter schedule, there were about 109 injuries (mostly first-aid cases) per 100 workers during a month. Under the longer hours, this average rose to 163.

The increase in injuries, however, was roughly proportional to the increase in hours. The increase in average weekly hours worked was 51 percent. The increase in work injuries was slightly above 50 percent per 100 employees.

(These high rates were due partly to management's insistence that every injury be treated, no matter how slight, in order to prevent infection.)

5. Another probable result of the long work schedule was a sharply increased rate of voluntary quits. During the 5-month period studied under the shorter work schedule, 3.5 workers voluntarily left the company for every 100 workers on the pay roll. Under the longer hours, the average rate of quits during the 7-month period studied was 7.1—slightly more than twice as high.

It is impossible to indicate to what extent this higher figure reflected experience with different types of workers, and to what extent it was due to longer hours. It is very likely that both of these factors are reflected in the sharp increase in the quit rate.

## *Case Study No. 12—Finishing Department in a Foundry*

### SUMMARY

The operations studied were those usually found in the finishing department of foundries—chipping, grinding, welding, and cleaning of castings. All the work was man-paced, and ranged from medium heavy to heavy, depending on the size of the castings. Voluntary rest periods consumed from 30 to 45 minutes per day.

During 1942, the department had a work schedule of 6 days at 8 hours. During 1943, hours were increased to 9 per day and about 55 per week. There was no wage incentive.

The survey revealed that the efficiency of the men was as good under the longer hours as it had been under the shorter schedule. This parallels a similar finding when weekly workdays were reduced from 6 to 5, with daily hours remaining at 10.[1]

Absenteeism increased by about one-third. Because of this increase, the output level did not increase in direct proportion to the increase in hours. For each 3 hours added, only 2 hours of output were achieved.

### NATURE OF WORK

This study covers the finishing department of a small steel casting foundry. The operations studied are identical with those of the usual small foundries. They embrace the operations of cleaning, grinding, chipping, and welding of castings delivered to this department after having been poured in the molding department. Nearly all of the production is directly related to the war effort, the castings being for parts of landing barges, tanks, and similar war materials.

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[1] See Case Study No. 1—Nonferrous-Metal Foundry, in Bulletin No. 791, p. 5.

Risers on the castings are cut off with acetylene torches. The castings are then sandblasted and moved to the grinders. Small pieces which can be manipulated easily by hand are processed on stationary stand grinders. Large pieces are placed on work tables, are securely fastened, and are then processed by the use of swing grinders. These grinders are mounted on cranes, are well balanced, and are easily moved. After the grinding, the castings are taken to the chippers for rough chipping. Cracks in other than vital areas are welded; then the castings are sent to the annealing furnace, and after being annealed they are again sandblasted, chipped, and ground.

All of these processes are entirely man-paced. The work ranges from medium heavy to heavy, depending on the size and weight of the castings (which vary between twenty and several hundred pounds in weight), and affords very little time for rest during machine operations. The operators take time out occasionally. These voluntary rest periods total from 30 to 45 minutes per day.

Observation indicated that the operators in this department worked consistently and efficiently. (The molding department was excluded from the survey because of evidence of deliberate pacing during the shorter workweek.)

## WORKING CONDITIONS

The plant is comparatively new and has been enlarged several times during the last few years. Consequently, the plant lay-out and facilities are, in some respects, better than those found in the average foundry.

Foundry work usually is dirty, heavy, and sometimes hot. This foundry followed the usual pattern. Illumination was adequate, generally, and very good in some sections of the department. There was considerable noise due to the chipping, grinding, and blasting operations. Sand on the floor absorbed some of the noise.

Powerful fans in the roof exhaust smoke and fumes during the summer and usually keep the average temperature from going above 90 degrees. During the cold winter months, however, the ventilating problem is complicated, because only a small amount of cold outside air can be admitted without causing a faint haze to collect throughout the plant (but considerably above the heads of the workers).

While there is evidence of some congestion owing to the piling of waste materials, aisles generally were clear of obstructions.

Hand or power cranes are provided for the lifting of heavy castings. The men usually limit manual lifting to about 75 pounds.

Locker rooms and showers are large, neat, and clean. There is no lunchroom, and no coffee stand. Most employees bring their own lunches or eat at nearby lunch rooms during the half-hour lunch period.

## LABOR FORCE

The force for the entire plant numbered about 160 at the time of the survey (early summer of 1944). The force of the department studied varied from an average of 80 during 1942 to 65 during 1943.

The personnel in the finishing department, as in the plant generally, consisted largely of men from Balkan countries, or first-generation Americans of Balkan descent. About a third of the men were colored. Of the total group, about half had been with the company for several years. Most of the remainder were new to industry.

The armed forces have drawn away about 150 men since the outbreak of the war, thus creating a severe turnover problem. It has been difficult to attract new help because of the nature of the work, and because of the availability of light work at higher pay at a nearby plant producing planes. The decrease in the average work force is due largely to these factors, as is also the lengthening of hours.

## WAGE RATES AND INCENTIVES

Wage rates, early in 1944, varied from 82½ cents per hour for grinders to $1.15 for welders. All work was done at straight hourly rates. There was no wage incentive of any kind.

There are two A. F. of L. unions in the plant, representing, respectively, the molders and coremakers, and the other foundry workers. Neither of the unions appears to have much strength in this plant.

The union contracts call for 3 days' vacation with 20 hours' pay after 6 months of service, and 1 week's vacation with 40 hours' pay after 1 year's service.

## HOURS AND SHIFTS

During 1943 the finishing department worked 5 days at 9½ hours and on Saturday from 4 to 8 hours. Some individuals, however, worked 7 days per week on occasions, and at times 11 hours per day.

During 1942, the department averaged between 44 and 48 hours. The prevailing schedule called for 6 days at 8 hours, although frequently only a half day was worked on Saturday.

There was only one shift throughout the 2-year period studied. Work began at 6 a. m.

## WORK INJURIES

First aid was administered by a member of the office staff who had been trained in giving such service. The first-aid room was equipped to render routine service. Injuries demanding more skilled attention were sent to a neighborhood physician, or, if necessary, to a hospital. A doctor was in the plant three afternoons each week. All new employees were given physical examinations.

Most of the injuries were minor cuts, abrasions, or contusions. Foreign particles in eyes and sprains constituted the next highest groups and indicate the desirability of the enforced wearing of goggles, and education in the proper methods of lifting.

Protective clothing and protective devices, such as goggles, gloves, leggings, and aprons, were furnished by the company for occupations which required them. Safety shoes were worn by only about 10 percent of the workers. Because of the manpower shortage, management was reluctant to enforce the use of protective clothing and devices—the men generally seemed apathetic to the safety measures available.

With a view to lessening the turnover of new employees, applicants for jobs were taken through the plant to see the advantages and disadvantages of the work. Upon being hired, employees were instructed in the basic safety regulations; there were no other organized accident-prevention activities.

### SCOPE OF THE SURVEY

The survey covered the years 1942 and 1943. The months of June, July, and August—during which scheduled hours were somewhat erratic because of summer heat—were excluded in each of the two years. The comparisons are between the shorter hours during 1942 and the longer hours during 1943. In 1942 the average weekly hours were slightly less than 48 (47.6) and in 1943, nearly 55 (54.7).

Production records were available only in terms of pounds of castings produced, and only for the entire department. As the types of castings produced remained essentially the same during the two years, the use of weight as a criterion of efficiency and total output seemed adequate.

In the absence of production data for individual workers, the department was studied as a whole. In view of the turnover during the period, especially among new employees who disliked the work or left for better-paying jobs, the comparison between the two periods tends to overstate the efficiency of the longer work schedule because of the heavier proportion of experienced workers during the year in which this schedule was worked. During the shorter schedule the average work force averaged 80 men. This number had shrunk to 65 during the year with the longer daily and weekly hours.

### FINDINGS

1. Efficiency (i. e., average pounds of castings produced per productive employee-hour worked) remained essentially unchanged during the longer hours, as compared with the shorter hours during the preceding year. It actually increased slightly, by 0.2 percent.

Apparently the operators were able to maintain the same pace under the 8- and 9½-hour days. The finding that the efficiency of men on day work and without any wage incentive remained about the same at levels of long and short hours, parallels a similar finding in an earlier study,[1] also in a foundry, in which scheduled hours had been decreased from 60 to 50 by retaining a 10-hour day but eliminating Saturday work.

In the light of other findings for men working under wage incentives, the conclusion appears warranted that, in this department at least, men on day work—and apparently operating at a slower tempo than if on piece work or under other wage incentive—can perform as effectively under a 9½-hour day and 55½-hour week as they can under an 8-hour day and 48-hour week. In other words, the pace under the shorter workweek was not so fast as to be impaired when the workday and workweek were lengthened.

It is also likely that the high morale of the workers during 1943—a wartime morale—had an important bearing on the maintenance of an efficiency level which might have dropped appreciably had the longer hours been in force under peacetime conditions. A high morale was clearly evident in the spring of 1944, when this survey was made.

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[1] See Case Study No. 1—Nonferrous-Metal Foundry, in Bulletin No. 791, p. 5.

2. Scheduled workdays lost because of absenteeism from work increased from 6.6 percent to 8.9 percent, or by about one-third.

3. Because of the increase in absenteeism, the average output per man per week increased only two-thirds as much as did average hours worked per week. Against an increase of weekly hours of 14.9 percent, output increased by 9.5 percent. For every 3 hours of additional worktime, output increased by the equivalent of 2 hours' production under the shorter work schedule.

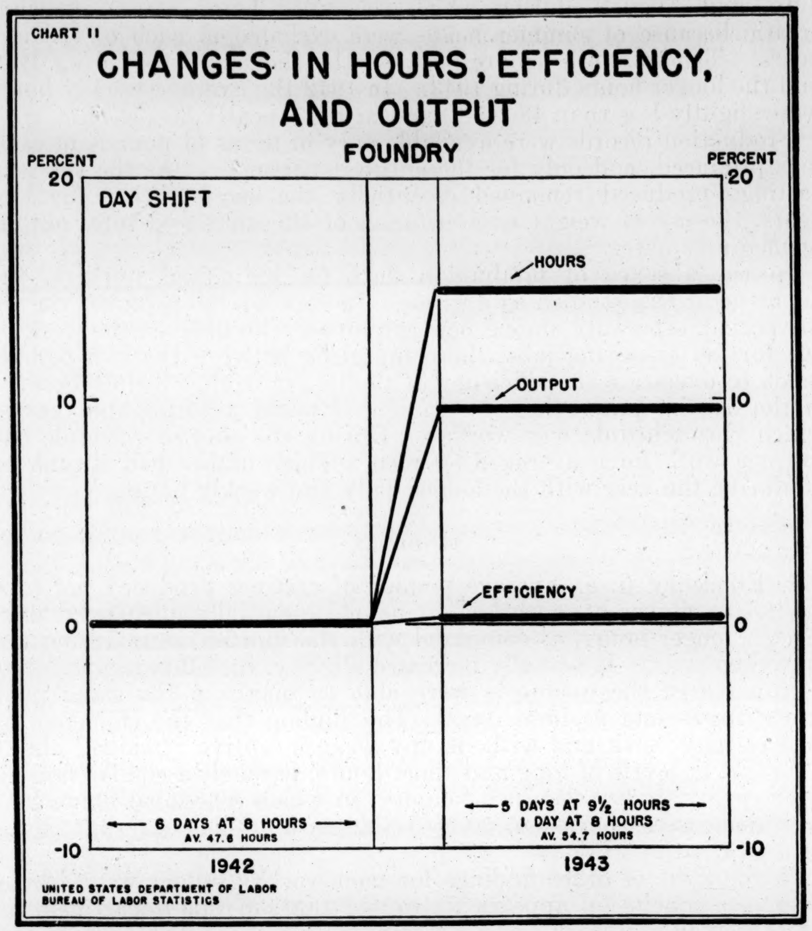
CHART 11

CHANGES IN HOURS, EFFICIENCY, AND OUTPUT

FOUNDRY

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

Even though efficiency remained as high, the average effectiveness of each productive hour under the longer work schedule was only about 95 percent as high as it had been under the shorter workweek.

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